

SOUTHEAST SPECIAL AREA STUDY



Raleigh
Planning

SEPTEMBER 2022

Acknowledgements

Special thanks to the residents and landowners of the Southeast Study area for their ongoing participation and involvement in the development of this study.

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- Southeast Raleigh Promise
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1

INTRODUCTION

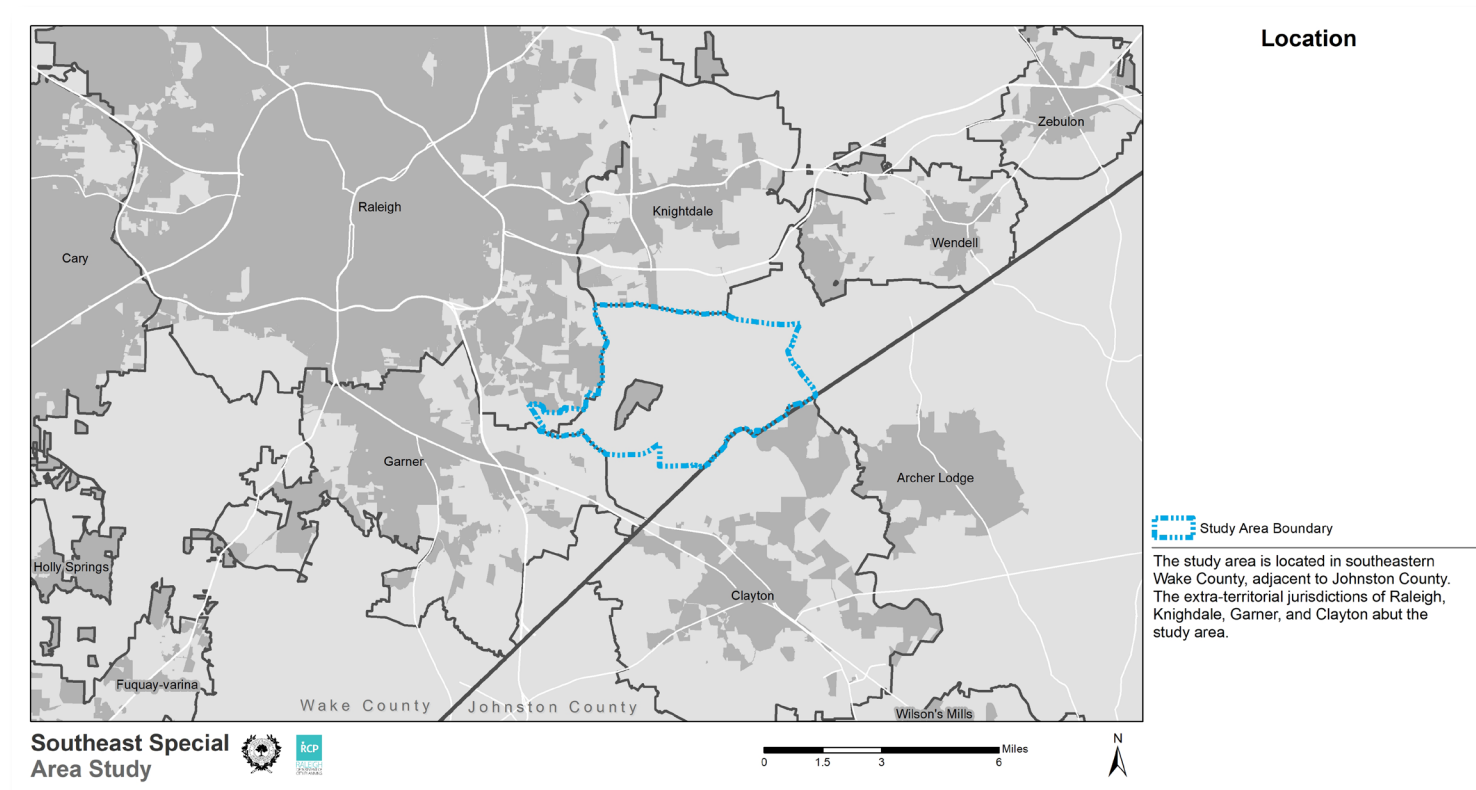
1 Introduction

The recommendations of the Southeast Special Study Area proactively address the impacts of market-driven growth and planned infrastructure projects in southeast Wake County. This area of the county has historically been rural, but several planned or constructed major infrastructure projects will increase the accessibility of the area to other parts of Wake County and make denser development more feasible. The impacts of the major infrastructure investment combined with the strong demand for living in Wake County suggests that this area will see increased development pressure. In response to these circumstances, the study recommendations balance land use planning best practices and priorities for the area as expressed by residents and landowners of the community: natural resource preservation, safe travel through the area by various modes of transportation, and easy access to commercial areas.



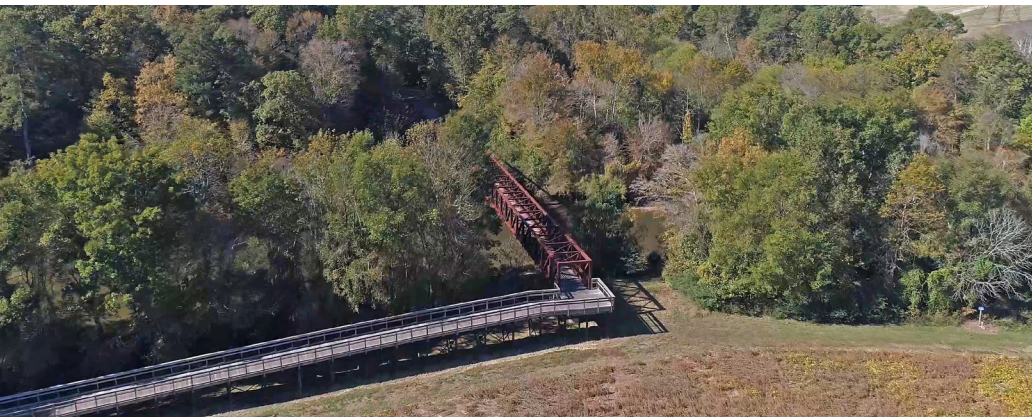
1.1 Overview of the Study Area

The **Southeast Special Study Area (SESSA)** is an 18-square mile area extending from Raleigh's southeast corporate boundary to the Johnston County line (see Figure 1)¹. The study area comprises portions of Raleigh's Short-Range and Long-Range Urban Service Areas. These areas are currently in Wake County's jurisdiction where Raleigh is projected to provide full city services at some point in the future. For this reason, large parts of the study area overlap with two of the seven Special Study Areas (SSAs) identified in the 2030 Comprehensive Plan for more focused community outreach to determine the preferred land use pattern. The study area incorporates these two SSAs identified on the **Future Land Use Map**: (1) A-7—South Urban Service Area; and (2) A-5—Southeast Waste Facility (**see inset**).



¹ The acronym 'SESSA' is used sparingly in this report. For consistency in terminology, and to avoid redundancy when it is used, the term 'Southeast Study Area' or simply 'study area' is used throughout, as appropriate.

The study area is characterized by the presence of important natural areas (including the Neuse River and managed areas such as the Williamson Preserve), substantial agricultural and forestry activity, and the Randleigh tract (jointly owned by the City of Raleigh and Wake County). The area also has proximity to several fast-growing municipalities and major infrastructure investments, including the city's public utilities infrastructure and the extension of I-540, which bisects the area. While the study area has experienced steady residential growth in recent years, this has largely been in the form of low-density residential subdivisions that use groundwater wells and septic systems



or 'package' wastewater treatment plants for their sewage and potable water needs. New and planned utility and highway infrastructure investments in the area will make higher density development feasible and more desirable in the study area. The combination of these factors prompts important policy and planning questions for the area, which this study addresses.

Important study area considerations:

- » The area represents the last significant ETJ/corporate limits expansion opportunity—comparable in size to the Town of Chapel Hill or the area of Raleigh inside the I-440 Beltline.
- » There is significant potential for new development and revenue, perhaps even more significant cost to provide service.
- » The Neuse River bisects the area—the study has the opportunity to make the most of this amazing resource.
- » There is significant public investment already planned, including by Raleigh Water and the NC Turnpike Authority.

1.2 Process and Scope

The purpose of the Southeast Study is to achieve the objectives stated in the 2030 Comprehensive Plan within the Southeast Special Study Area and to identify potential and future land uses in the City of Raleigh's **Long-Range and Short-Range Urban Service Areas**.

The outcome of the Southeast Study is to provide residents, future residents, and elected officials with area-specific policy guidance for future development and conservation in the study area that meets the City of Raleigh's long-term vision as expressed in the 2030 Comprehensive Plan.

A primary objective of the study is to proactively address the impacts of growth and planned infrastructure projects based on priorities for the area as expressed by residents and landowners of the community: natural resource preservation, safe travel through the area by various modes of transportation, and proximity to commercial areas.

The Southeast Special Study has employed public input, issue analysis, data collection and workshops with interdepartmental staff to formulate recommendations for the area.

The purpose of the Southeast Study is to achieve the **objectives stated in the 2030 Comprehensive Plan within the Southeast Special Study Area** and to identify potential and future land uses in the City of



Raleigh's **Long-Range and Short-Range Urban Service Areas**.

Recommendations from the study include amendments to the Future Land Use and Urban Form Maps and a framework for extending Raleigh's Extraterritorial Jurisdiction. Additionally, the recommendations include policies and actions on open space preservation, connectivity, stormwater, economic development, and sustainability. These recommendations aim to address the community's priorities through the following methods:

- » Focus development into clusters around major intersections to preserve open space.
- » Enhance vehicular and pedestrian connectivity.
- » Enhance greenway connectivity.
- » Incorporate of Green Stormwater Infrastructure (GSI) to protect water resources.
- » Provide incentives to protect the natural character of an area through the preservation of open space, recreation areas, environmental features, and scenic vistas.
- » Encouraging the protection of wetlands and riparian habitat through city projects and potentially stormwater mitigation banking.
- » Support public and private conservation efforts for the preservation of water resources.
- » Incentivize large parcel assemblages for master planning of new development.
- » Utilize the area's land resources as an economic development asset.

**SPRING/
SUMMER 2019****VALUES AND VISION**

Residents shared their values and vision for the Southeast area

WINTER 2020**EXTENDING THE ETJ**

Explained the role of extending the ETJ in implementing the community priorities

SPRING 2021**COMMUNITY CONVERSATIONS**

Asked the community how well the draft recommendations implement the community priorities

The study process included **three phases of community outreach** to engage the public in a conversation on the growth-related issues that face them.

Development of the Southeast Special Study has followed a traditional planning trajectory: inventory and analysis, public outreach and engagement, plan preparation and refinement, and ultimately public review and adoption by the Raleigh City Council. Given the geographic extent of the study area, the study required significant input and review from agencies and organizations outside of the City of Raleigh, including the jurisdictions surrounding the study area: Garner, Knightdale, Wendell, Clayton, and especially Wake County. During the timeframe of this study, Wake County completed its own comprehensive plan update, **PLANWake**. The project team has worked closely with Wake County Planning staff throughout the process to ensure effective coordination. As a result, both this study and PLANWake are mutually informative, illustrating a **framework** for eventual municipal expansion, and providing a structure for achieving the conservation goals of both initiatives.

The study process included three phases of community outreach to engage the public in a conversation on the growth-related issues that face them. In the first phase, which took place during Spring and Summer 2019, area residents shared their values and vision for the Southeast area. This phase helped establish the community priorities, which formed the guide for the draft recommendations of the study. These priorities included improving travel by car in the study area, improving travel by bike and on foot in the study area, preservation of natural resources, and improving access to amenities and destinations. Phase two explained the role of extending the ETJ in implementing the community priorities, and phase three asked the community how well the draft recommendations implement the community priorities. Additional detail about each phase, including engagement activities and survey questions and responses can be found in the Appendix.



2

The Five Big Moves for the Southeast Area

The Five Big Moves for the Southeast Area

To plan for the future of the Southeast area, the study balanced the values and priorities of the community, as expressed through public input received throughout the project, with land use planning best practices to map out a future where new development can be accommodated in specific growth areas, while preservation is prioritized elsewhere in the study area. As with other city area plans, these principles will be realized through mapped and narrative policies that guide the legislative City Council decisions on zoning, development regulation, and budgeting. The plan for the future of this area will be organized into 'big moves', i.e., major concepts that frame the recommended map amendments and policies that will guide the future growth and preservation of the Southeast.

The Five Big Moves follow. Beneath each heading, the recommended policies and actions pertaining to each are listed.



The complete list of recommended Policies and Actions can be found in the **Appendix** (see Area-Specific Guidance).



1

Becoming Raleigh: Extraterritorial Jurisdiction Expansion

Expand Raleigh's planning jurisdiction in a phased approach. This facilitates voluntary annexation and increases access to city services and the wider range of infrastructure required under Raleigh's Unified Development Ordinance (UDO). ETJ expansion and subsequent voluntary annexation is the key mechanism for implementing the recommendations of this study.



2

Making the Most of Natural Resources

Leverage and protect the abundant natural resources of the area by prioritizing greenway connectivity, open-space preservation, and innovative stormwater practices.



3

Managing Impacts from Important Regional Infrastructure

Understand how major infrastructure projects will facilitate future growth and economic development.



4

Clustering Growth in Mixed-Use Centers

Identify specific areas where it is appropriate to develop a mix of land uses and intensities to ensure a compact development pattern and facilitate preservation of open space elsewhere in the area. This includes restrictions on low-density development in the study area.



5

Ensuring Compatibility with Public Facilities— Randleigh and the Neuse River Resource Recovery Facility

Surround public facilities with appropriate land uses to maximize the potential of publicly owned land while protecting future residents from the potential impacts of odor, dust, and noise associated with NRRRF operations.

2.1 Becoming Raleigh: Extraterritorial Jurisdiction Expansion

The majority of the study area is currently outside of Raleigh's city limits and extraterritorial jurisdiction (ETJ). To provide a higher level of development standards and to facilitate the eventual voluntary annexation of property into the City of Raleigh to access city utilities, a gradual expansion of Raleigh ETJ is proposed. Only under Raleigh's jurisdiction can the majority of the goals, policies, and actions of this study to be implemented. When property is in Raleigh's ETJ, it is subject to the development regulations of the City of Raleigh rather than those of Wake County. This means that developers would have an increased responsibility to provide infrastructure that supports a more urban development pattern like sidewalks and street connectivity, utility infrastructure, and tree protection. It also means that property within the ETJ would have an easier path to voluntary annexation. Annexation is required to connect to utilities and other city services and would support more intense development.

Policies

- » Policy SE 1 Preserving Open Space Through Nodal Development
- » Policy SE 9 Equitable Development for the SE Study Area
- » Policy SE 10 Sustainable Development
- » Policy SE 12 Collaboration with Wake County and Local Governments

Actions

- » Action SE 12 ETJ Expansion
- » Action SE 13 Enhance Fire Service
- » Action SE 17 Evaluate Future Land Use Map
- » Action SE 18 Evaluate Street Plan Designations

The North Carolina General Statutes grant municipalities with populations of greater than 25,000 persons the authority to extend their extraterritorial jurisdiction up to three miles beyond its limits. This would allow an expansion of ETJ from the existing city limits to the Neuse River. Instead of expanding the ETJ immediately to the full 3-mile extent, this study recommends expanding in phases, based on specific subareas. This strategy allows a gradual and planned expansion that would be based on certain benchmarks to inform the decision of whether to expand or not. It would also encourage the types of development this plan recommends in closer-in areas. As each area is considered for expansion of ETJ, a detailed review of Comprehensive Plan guidance should be conducted to ensure that the future planning of the area still is consistent with the goals and needs of the city at that time. This includes evaluations of the Future Land Use Map, Street Plan Map, and Urban Form Map.

To expand ETJ, the city would make a request to Wake County and show that the county's criteria for ETJ expansion has been met. Public outreach would be done with residents in the expansion area by both the city (prior to requesting the expansion) and the county while considering the expansion.

While a phased approach to expanding ETJ would facilitate the recommendations of this study, there are significant fiscal impacts that would result with expansion of the city's jurisdiction. These fiscal impacts of ETJ expansion were assessed for this study, including new revenues and costs for capital projects and service provision. The assessment examined the impacts to Police, Fire, Transportation, and Parks, Recreation, and Cultural Resources with the intent to provide a high-level preview of the potential fiscal burdens associated with serving additional land area with city services. At the time of a request for ETJ expansion, a more detailed analysis will be conducted for the specific area being considered.



The expansion of ETJ and eventual annexation of property in the study area will entail ongoing operational costs as well as capital expenditures. For example, Raleigh Transportation forecasted that an extension of corporate limits could trigger the need for a shared remote operations facility in southeast Raleigh to improve service delivery for Parks, Recreation, and Cultural Resources, Transportation, and Solid Waste. Parks, Recreation, and Cultural Resources noted a current low level of service in this area that would generate a need for additional park access and capital for land acquisition, including approximately 20 miles of stream corridors that are currently designated as greenway corridors. Raleigh Fire projects two new stations will be required for the Southeast area, and Police projects that operational

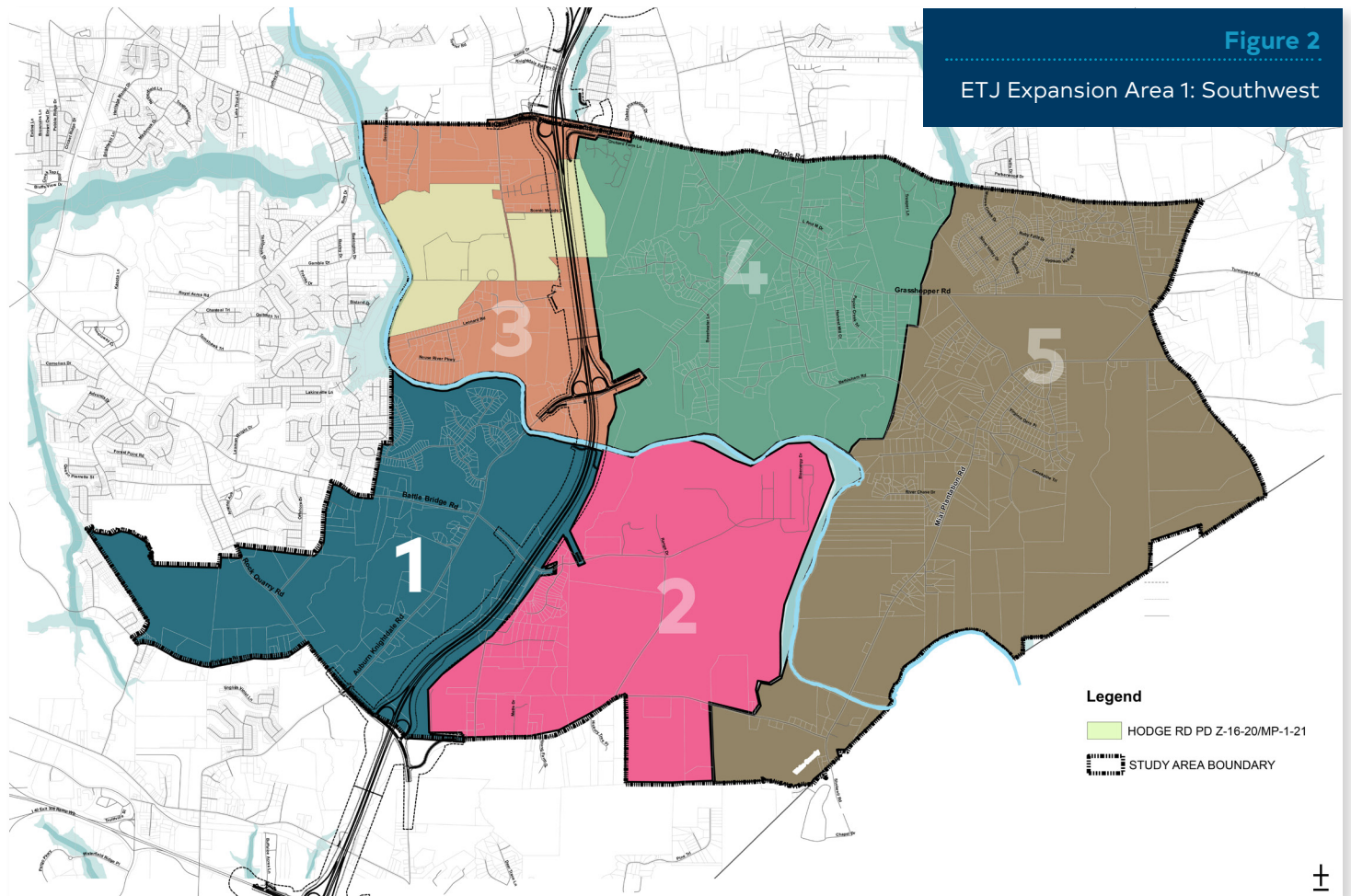
needs based on population growth by 2035 will require a new district facility for the area. A new fire station is the most urgent need in the short-term, as most of the study area currently extends beyond the range of acceptable emergency response time. While this analysis provided a high-level forecast of the types of costs that would be incurred with extension of corporate limits to the study area, the high level of uncertainty about development patterns makes it impossible to produce cost values accurate enough to serve as a sole decision-making criterion. As a result, fiscal information is integrated as one part of the cost-benefit analysis.



The complete fiscal analysis is included in the **Appendix**.

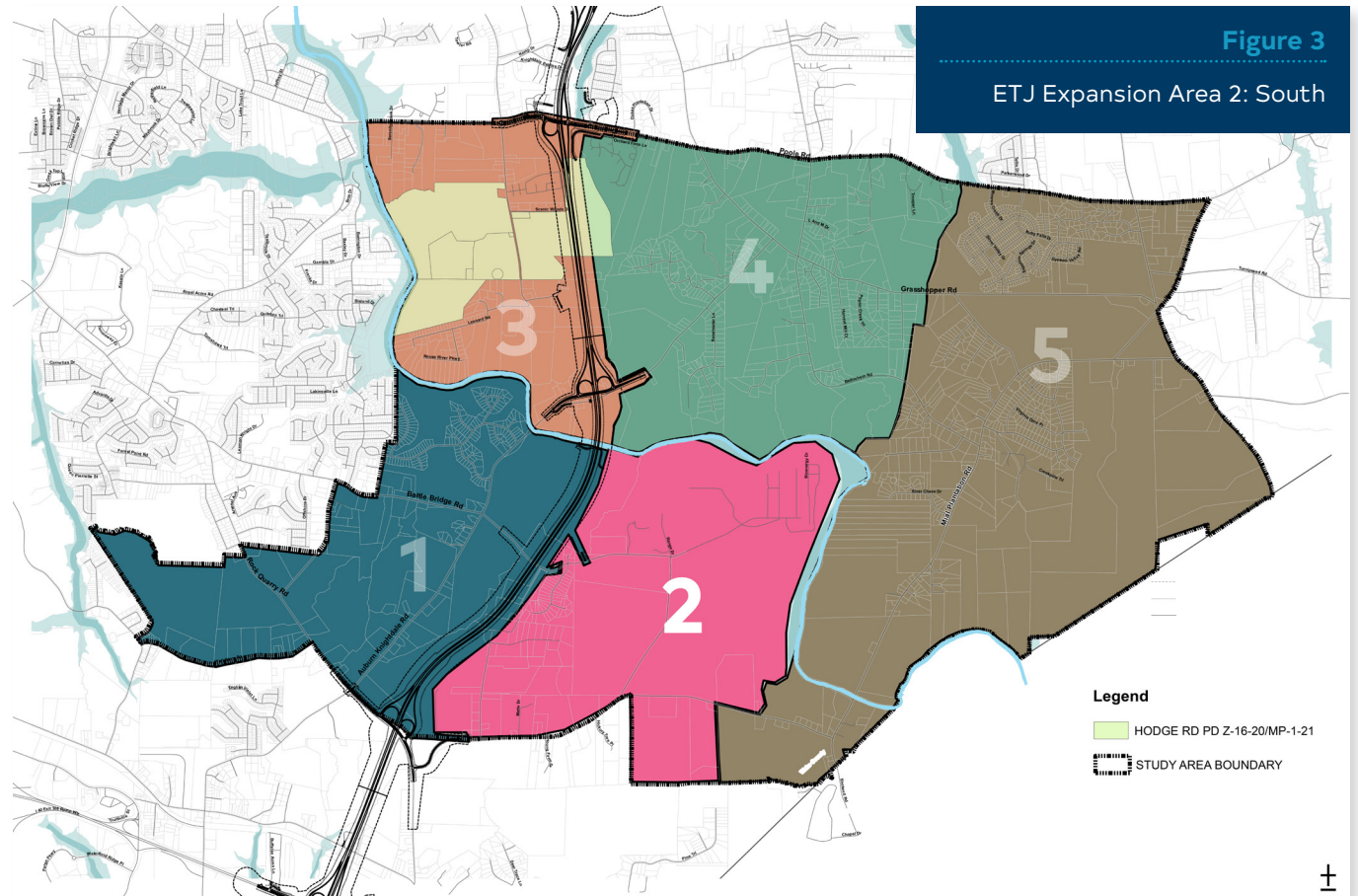
ETJ Expansion Area 1: Southwest

The Southwest area includes the Short-Range Urban Service Area. Under the current annexation agreement with Wake County, this area is expected to be annexed and served by utilities the soonest. There are two I-540 interchanges planned in this area, one at Rock Quarry Road and the other at Battle Bridge Road. Most of the Randleigh tract is located in this area. There has been significant development interest in this area from the private sector, likely due to it being the closest section of the study area to the current Raleigh city limits. The process for expanding ETJ into this area could begin as soon as this study is adopted.



ETJ Expansion Area 2: South

The South area is located east of I-540 with the Neuse River forming its northern and eastern boundary. It is adjacent to areas of Garner's ETJ and corporate limits to the south and also within the Southeast Special Opportunity Zone. There are two interchanges planned in this area, one at Old Baucom Road and the other at Battle Bridge Road. There is significant publicly owned land within this area with the most notable being the Neuse River Resource Recovery Facility (NRRRF). The Brownfield Construction and Debris Landfill is also located in this area.



This area is dominated by land designated on the FLUM as Public Facilities, which includes over 1,700 acres of city-owned land associated with the NRRRF and surrounding open lands. Expansion of ETJ in this area could occur within 2-3 years of the adoption of this study, depending upon the rate of voluntary annexation in Area 1. However, given the large area of publicly owned land here, extension of ETJ may not be a priority in the South area.

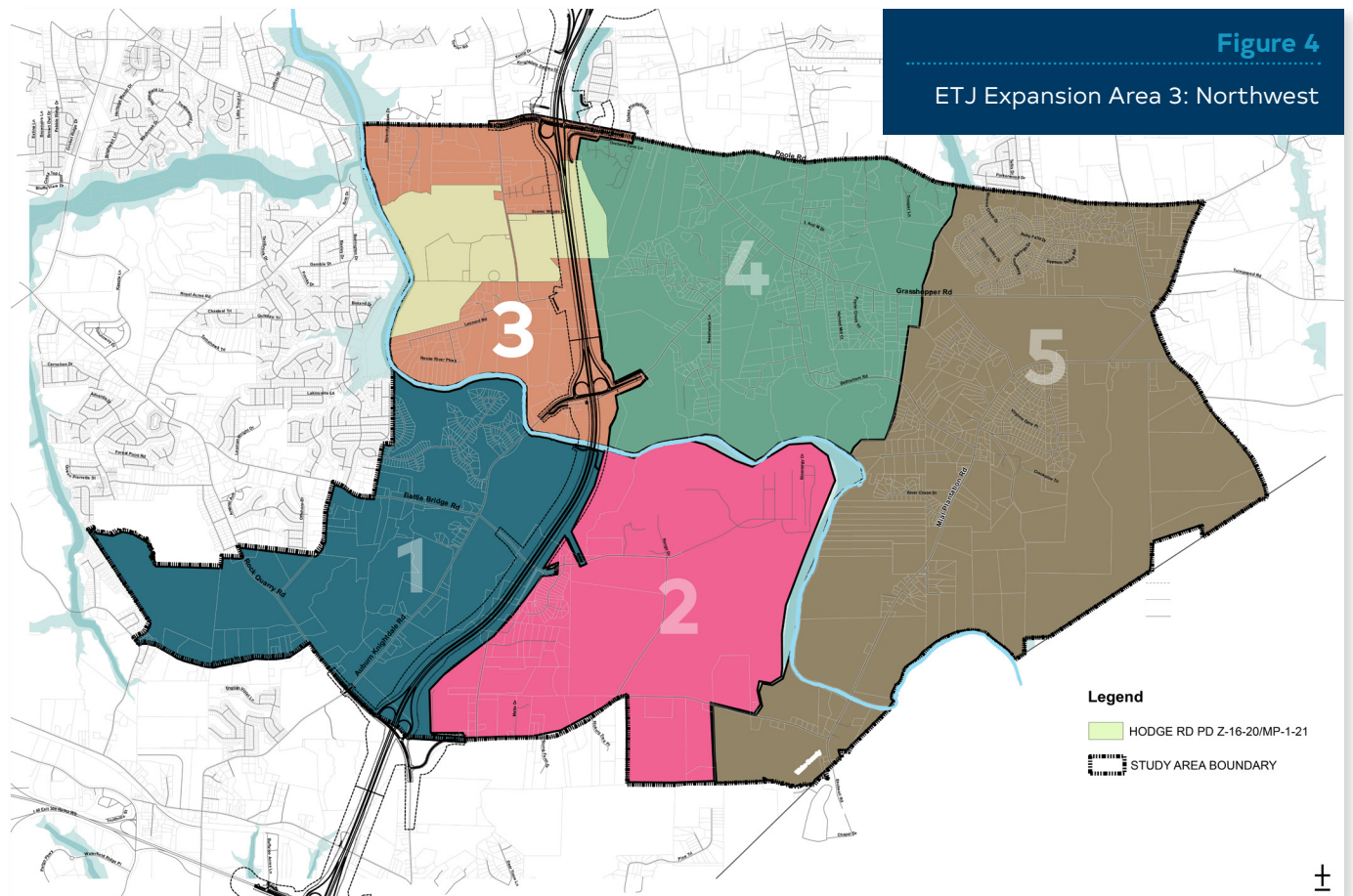
If annexations occur that make the Randleigh tract contiguous, this area will likely see increased development interest as voluntary annexation would be possible on the contiguous fringe of the city's primary corporate limits without the expansion of the ETJ. If this happens, expanding the ETJ would be appropriate to facilitate the full annexation of this section rather than just those areas with contiguity. Voluntary annexation and development activity in this area should be monitored and additional fiscal analysis completed before a Council decision about future ETJ expansion.



ETJ Expansion Area 3: Northwest

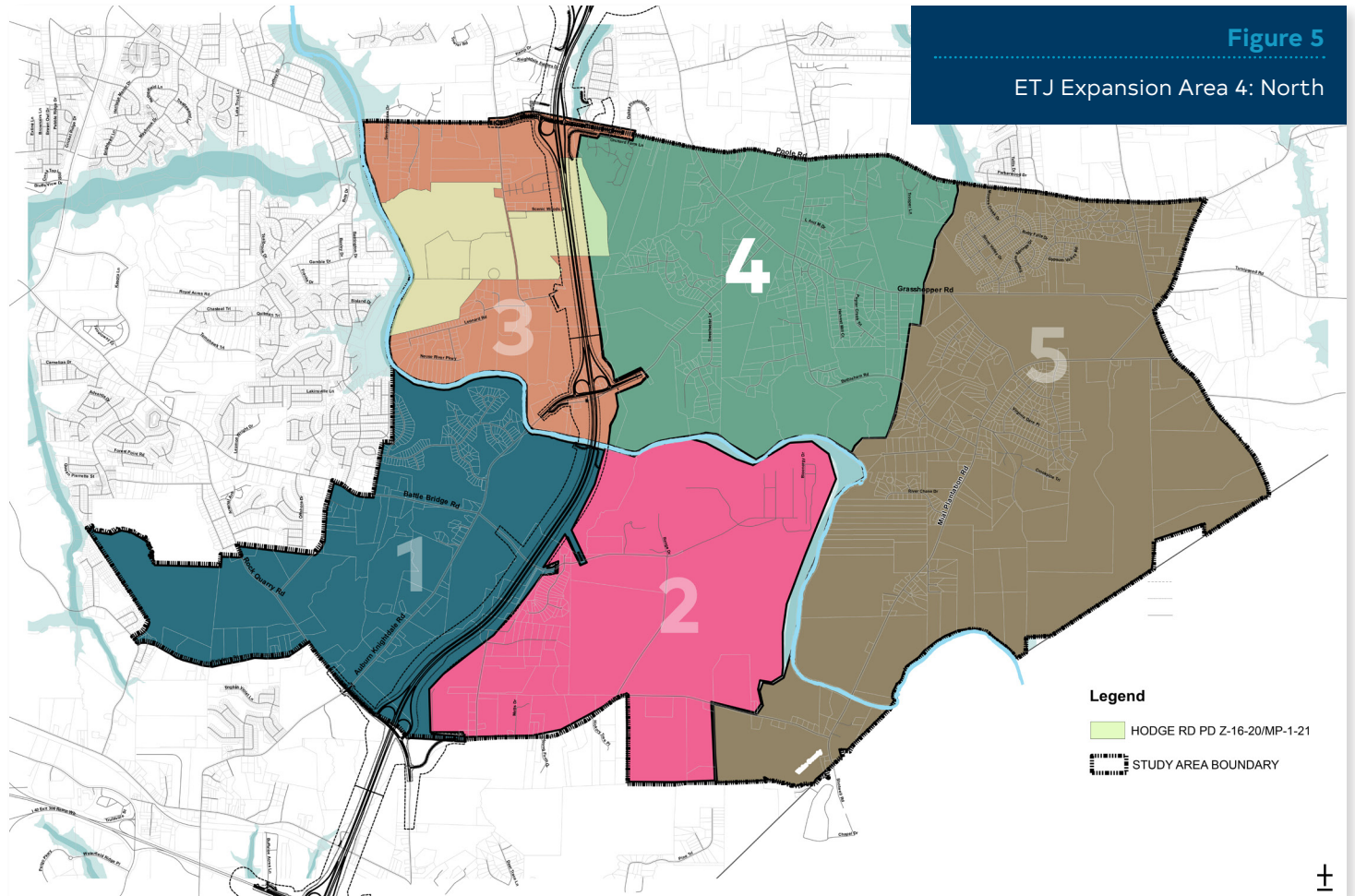
The Northwest area is bordered by contiguous corporate limits and Raleigh ETJ to the west, the Knightdale annexation agreement boundary to the north, the I-540 corridor to the east, and the Neuse River to the south. Two future I-540 interchanges (I-540 at Poole Road and I-540 at Auburn Knightdale Road) will be located here. Hodge Road is shown on the **Raleigh Street Plan** as a 4-lane, divided avenue with a connection to Auburn Knightdale Road. This connection is crucial to any future development in the northwest area. Without it, the capacity for future development in this area is severely constrained. Current

NCDOT designs for I-540 do not preclude this connection. However, it is important that the city continue to coordinate with NCDOT throughout the design and construction of I-540 to ensure this connection is facilitated. A pending 500+ acre Planned Development proposes to change the zoning to a mix of residential and commercial uses. The expansion of ETJ to this area is dependent on the Hodge Road connectivity issue being resolved and the outcome of the potential Planned Development. Furthermore, significant connectivity challenge created by the Neuse River and I-540 challenge service provision in this area, particularly for Raleigh Fire.



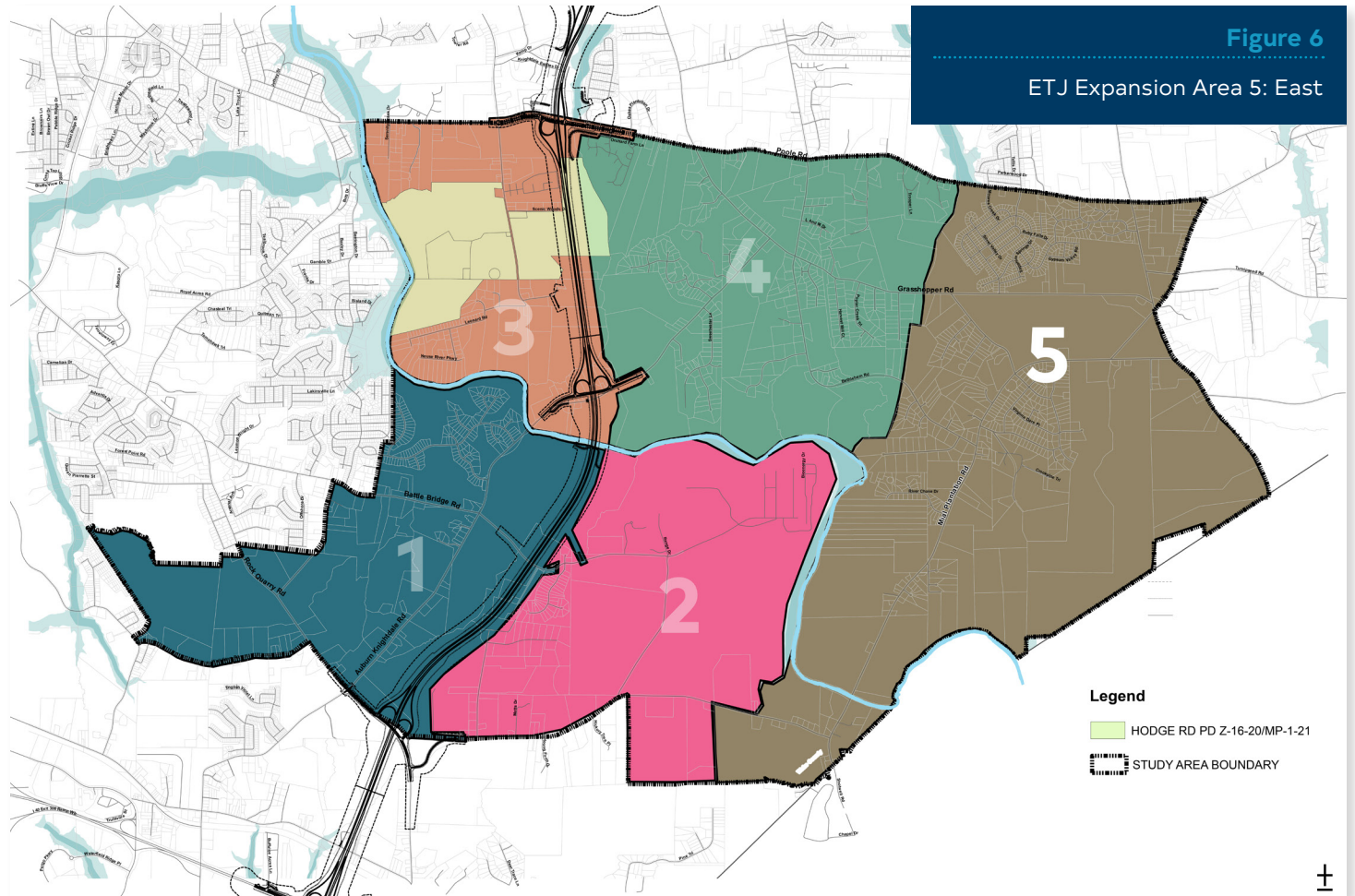
ETJ Expansion Area 4: North

The North area is located east of I-540 and south of Poole Road with the Neuse River forming its southern boundary and Poplar Creek forming its eastern boundary. There is significant agriculture and forestry activity in this area, along with some residential subdivisions served by private utilities. The area is planned to include two interchanges (Auburn Knightdale Road and Poole Road). This area has potential for a second activity center in the long-term that would be centered on the future Auburn Knightdale, Grasshopper Road and Bethlehem Road area. The Capital Area Greenway Master Plan illustrates several potential greenway corridors in this section that could provide local and regional connectivity for pedestrians and cyclists. Again, voluntary annexation and development activity in this area should be monitored and additional fiscal analysis completed before a Council decision about future ETJ expansion.



ETJ Expansion Area 5: East

The east area is bounded by Poplar Creek on the west and the Johnston County line on the east. It is located approximately 11 miles from downtown Raleigh and is the largest of the five areas. The largest county subdivisions are located in this area along with large areas of active agriculture and forestry. This section includes areas outside of the planned Urban Service Area. The area also includes Williamson Preserve, which is a 400-acre permanently protected open space. The preserve provides a unique focal point for establishing a regional greenbelt.



This area coincides with a large area designated as 'Rural' on the PLANWake **Development Framework Map**, an area where "development is not encouraged" and where there are "opportunities to protect forest and agricultural lands through partnership", according to the adopted plan. Given this long-range goal for the area, it is questionable whether the county would entertain a request for expansion of the ETJ in the future. If the county's vision is realized, this area would never be municipally served, and would instead form a greenbelt between Raleigh, Clayton, Garner, Knightdale, and Wendell. Expansion of ETJ to this area is a long-term prospect not expected to occur until at least 10 years or more after the adoption of this study, if at all. Given this context and to support regional rural preservation, this area should be considered for removal from Raleigh's Long Range Urban Service Area.

Table 1—Timeframes for ETJ Expansion Areas

Area	Approximate Acreage	Timeframe (years)	Expansion Factors
1 - Southwest	1,389	0—2	Active rezoning cases (Z-81-21, Z-2-22) and anticipation of future proposals based on landowner interest and inquiries.
2 - South	2,106	2—3	The Randleigh Tract becomes contiguous corporate limits, providing annexation potential to parcels east of I-540 and north of Neuse River in Area 4; lands associated with NRRRF unlikely to annex in the foreseeable future.
3 - Northwest	1,094	4-8	Banks Twenty planned development (Z-16-20) could yield 1,850 homes. If approved, contiguous corporate limits would extend east of future I-540.
4 - North	2,330	5—10	Corporate limit contiguity of Banks Twenty PD and Randleigh Tract will influence development decisions in this area.
5 - East	3,780	>10, if ever	Defined as 'Rural' by PLANWake, this study will recommend that Area 5 be removed from the Raleigh Urban Service Area.

2.2 Making the Most of Natural Resources

The Southeast Special Study Area represents the last, vast expanse of natural open space and rural areas that separate the five fast-growing municipalities surrounding it. Preserving significant elements of these lands will require a combination of public policy, programs, and funding, along with regional collaboration. Economic incentives for using the land resource in ways other than low-density residential development are essential for engaging the private market and fostering innovation. Promoting the study area's land resources as an economic development asset can help foster this engagement. Identifying new opportunities through agritourism and ecotourism-related enterprises and linking existing farm and forest operations to growing local markets can keep production viable for landowners.



Policies

- » Policy SE 3 Support the Preservation of Agriculture and Forestry
- » Policy SE 5 Regional Greenway Connectivity
- » Policy SE 6 Green Stormwater Infrastructure
- » Policy SE 7 Green Streets
- » Policy SE 8 Green Tech Sector Jobs
- » Policy SE 10 Sustainable Development
- » Policy SE 11 Protect Water Resources

Actions

- » Action SE 12 ETJ Expansion
- » Action SE 2 Compact and Conservation Development Option
- » Action SE 3 Regional Open Space Preservation
- » Action SE 6 Build Regional Greenways
- » Action SE 7 Protect and Enhance Streams and Wetlands
- » Action SE 8 Stormwater Analysis
- » Action SE 10 Collaboration with Wake County Public Schools
- » Action SE 11 Expand Buffers along Neuse River and Tributaries

The land resources of the study area should also be promoted as an economic development asset. Through collaboration with local resource landowners, and partners such as NC State University, NC Biotechnology Center, Center for Environmental Farming Systems, these lands could become an element of an agricultural technology cluster by identifying existing farms and forest lands to participate in enterprises related to agricultural biotechnology, renewable energy, and biofuels.

Through collaboration with local resource landowners, and partners such as NC State University, NC Biotechnology Center, Center for Environmental Farming Systems, these lands could become an element of an agricultural technology cluster by identifying existing farms and forest lands to participate in enterprises related to agricultural biotechnology, renewable energy, and biofuels.

Regional Greenway Connectivity—Connecting Open Spaces to Create a Greenbelt

The Neuse River Trail provides the backbone for a well-connected system of greenways and natural spaces. The Capital Area Greenway Master Plan can support opportunities to improve this green infrastructure through additional ‘cross-country’ trail connections and paths paralleling the future I-540 and other major roads in the area. The future greenway network here is the key to linking the planned greenways of the municipalities surrounding the Southeast Study Area.

The framework of a regionally connected greenbelt is already in place. Anchored by the Triangle Land Conservancy’s **Williamson Preserve**, located on Mial Plantation Road, the Preserve maintains a hiking and biking trail system that connects to the Neuse River Trail. To the south, the 825-acre Clemmons Educational State Forest adjoins the Preserve just outside of the study area. Also adjoining the study area is a 326-acre state-owned parcel in the Town of Clayton’s jurisdiction, where the Neuse River Trail connects to the town’s greenway system.

East of the study area, within Town of Wendell’s Long Range Urban Service Area, lies the **Turnipseed Nature Preserve**, surrounded by preserved open space and totaling over 1,200 acres. Much of this land was acquired by funding approved through Wake County Open Space bond referenda in 2000, 2004, 2007, and 2018. This open space network includes the Marks Creek Corridor, which the Town of Wendell has identified as a key greenway corridor that could eventually connect to the Capital Area Greenway System.



Neuse River—Accessing the Southeast’s Best Destination

Public access to the Neuse River is fundamental to the overall quality of life enjoyed by Raleigh residents and key to promoting awareness for conserving and protecting this irreplaceable resource. The Neuse River courses over eight miles through the study area, and over three miles of its length is directly accessible via the Neuse River Trail. However, the trail runs only on the south side of the river, along public easements and through publicly owned land. Without specific measures to ensure access, future development on the north side of the Neuse could impede opportunities for future residents to access and enjoy the river.



Existing policy and easement dedication requirements for areas adjacent to or encompassing designated greenway corridors or connectors can also be applied to development on the north banks of the Neuse and other sections along the river that are outside of the designated Capital Area Greenway System. There are precedents from recent rezoning proposals that provide a model for ensuring both access to the river and connectivity to the existing greenway network. For example, dedicating greenway easements across the river from the Neuse River Trail, along with trailheads for future pedestrian bridges at strategic locations. These measures can both improve river access for community residents as well as dramatically improve greenway levels of access for the larger surrounding area.

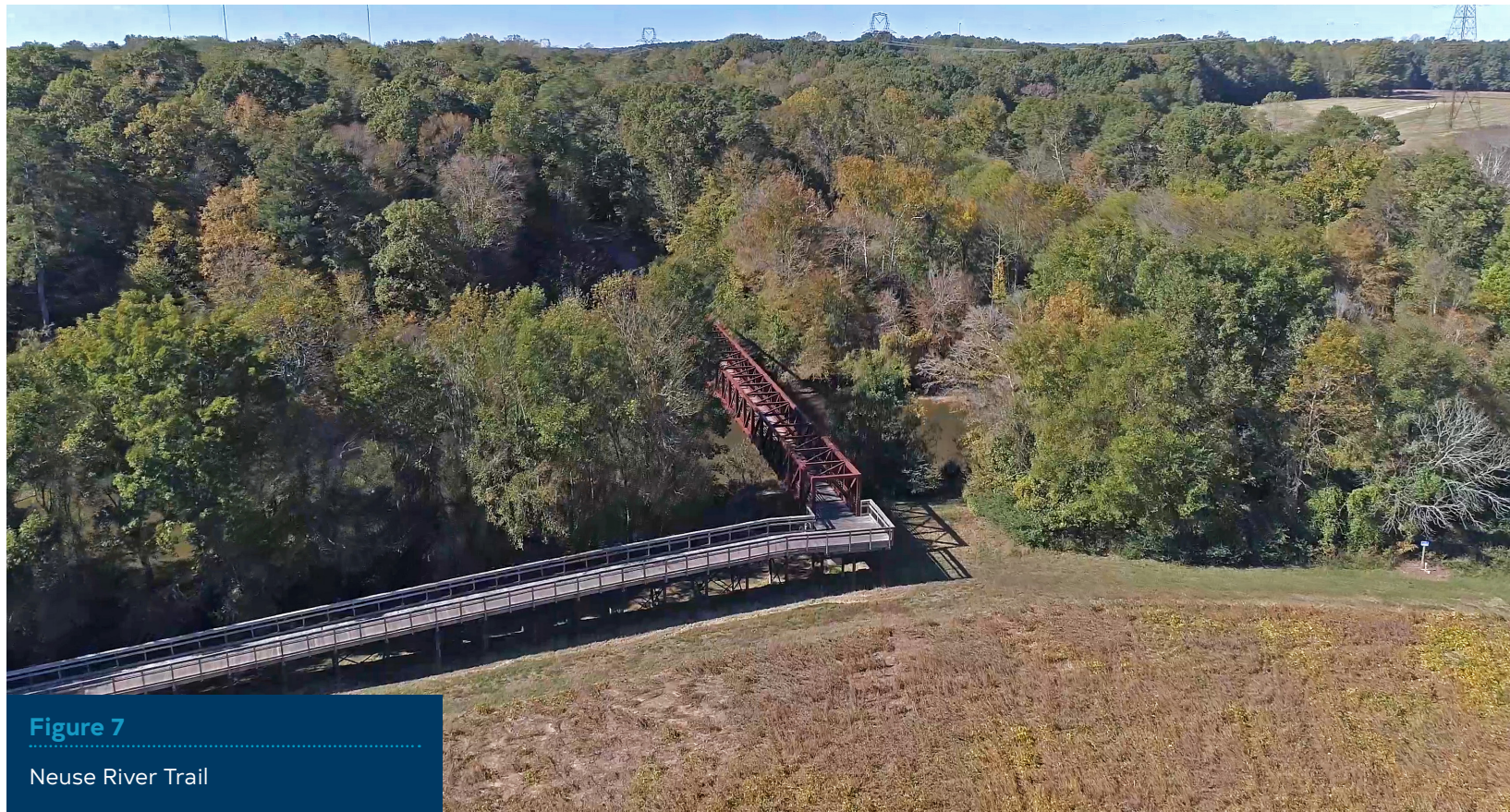


Figure 7

Neuse River Trail

Future development fronting the Neuse River should provide connectivity between internal pedestrian infrastructure and river access, where appropriate and without compromising the protection of floodplains and sensitive natural areas. New development should be oriented toward the Neuse River, taking advantage of river frontage as a public amenity, not as a private

attraction for individual house lots. The river should be the focal point of community design, incorporating and maintaining views of the river and opportunities to provide neighborhood parks and natural spaces, all while preserving stormwater management and flood control benefits.



Stormwater Innovations— Integrating Greenspace in New Development to Protect Water Quality

Green Stormwater Infrastructure (GSI) can both lend to the aesthetics of new development and help protect water quality. GSI uses natural landscape features to lessen the impacts of runoff from impervious surfaces such as roads, sidewalks, and rooftops. Bioretention areas are examples of GSI, where rain gardens or grassed swales collect runoff from impervious surfaces and filter out pollutants before they enter storm drains and streams (see Figures 8 and 9).



Figure 8
Bioretention Areas



Figure 9
Rain Garden

Natural open spaces are also key elements of GSI. These areas often have natural features—swales, tree canopy, bands of undisturbed and porous soils—that slow runoff and allow infiltration of stormwater. These features should be protected during development.

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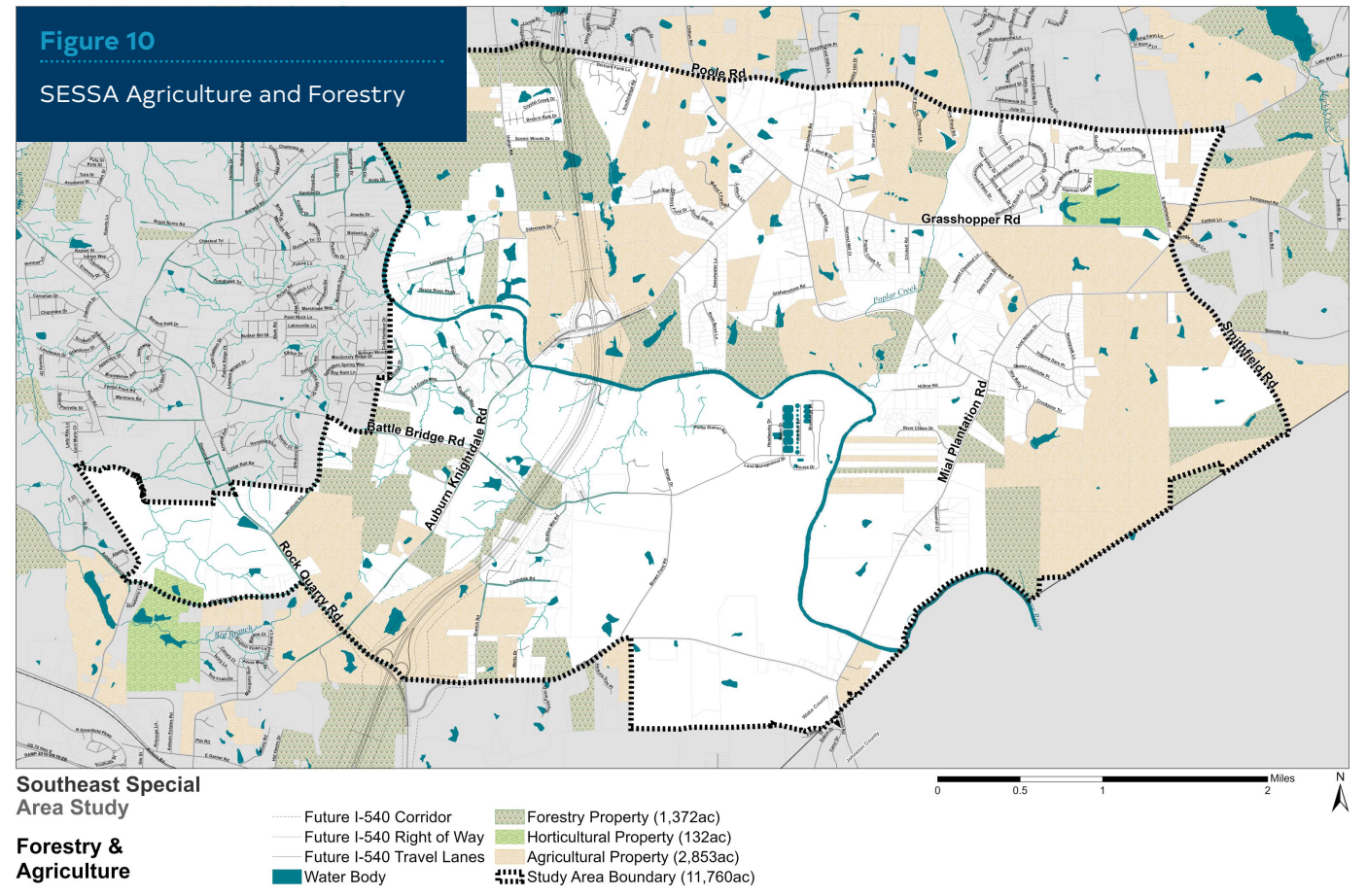
At the denser and more urban scale of new development within the study area, greenspace can act as GSI in the form of common areas, rain gardens, green walls, rooftop gardens, and community gardens.

The availability of large greenfield sites in the study area makes it possible to protect swaths of open space along stream tributaries and integrate GSI and Low Impact Development techniques into new development at every scale.

Land Preservation—Saving Open Space with Public-Private Partnerships

Most of the remaining open space within the study area is in private ownership, comprised mainly as active farmland or managed tracts for forestry. As of June 2021, there were 4,936 acres of private land in agriculture or forestry use. (see Figure 10). These lands provide valuable ecosystems services at little or no cost to the public, but much of this land could be converted to residential or commercial development if landowners cannot keep their current uses financially viable.

These lands are strategically located throughout the study area, particularly along the Neuse River, Poplar Creek, and other tributary streams. Farm and forestland adjoin existing protected open spaces such as the city-owned farmland associated with the NRRRF and the Randleigh tract, the Triangle Land Conservancy's Williamson Preserve, and the Neuse River Trail corridor. Building out the Capital Area Greenway network, expanding the Williamson Preserve, or acquiring additional open spaces for parkland and environmental conservation purposes would require significant funding. A broad-based partnership among the public and private sector will be essential if critical and desirable open space is to be preserved for future generations.



Fortunately, the elements of the partnerships needed to protect open space in the study area are established. Wake County worked closely with the Town of Wendell to develop an open space plan ahead of the initial open space bond referenda in 2000, which led to the subsequent funding for the aforementioned Marks Creek corridor open space.

Triangle Land Conservancy, whose 2001 *Conservation Assessment for the Neuse River and Marks Creek* led to support for county funding for Marks Creek Corridor, has also established the Sarah and Bailey Williamson Preserve, a 405-acre public nature preserve containing recreational trails, important ecological areas, and farmland. TLC has established a program for the practice of restorative agriculture through partnerships with organizations including NC Choices, an initiative of the Center for Environmental Farming Systems at NC State University, and Wake County. TLC purchased the land for the Preserve in 2013 with substantial funding from Wake County, Johnston County, and the federal Land and Water Conservation Fund.

The Wake Soil and Water Conservation District works to assist farm and forestland owners and producers in establishing best practices for managing soil, water, plants, and wildlife. The district holds an annual “Keeping the Farm” workshop to help resource landowners with topics such as tax strategies for land succession and estate planning, agency program and regulatory updates, and conservation options.



PLANWake establishes a **goal of 30%** of the land area of Wake County to be **preserved as open space** and has prioritized protection of open space and rural land.

Examples abound of public-private partnerships that have successfully preserved millions of acres. The “Land Trust Model” has been particularly successful at forging the broad coalitions necessary for engaging citizens, landowners, and securing financial resources. Nationally, there are now about 1,200 land trusts like Triangle Land Conservancy that preserved nearly 50 million acres nationwide.

PLANWake establishes a goal of 30% of the land area of Wake County to be preserved as open space and has prioritized protection of open space and rural land.

Among the recommendations under this category is to work with preservation groups and other partners to prioritize lands within the Community Reserve and Rural areas for public and non-profit acquisition if property owners want to sell their land.

Continuing and expanding these established partnerships with local universities, non-profit organizations, government agencies, private landowners, and the business community will be necessary to preserve additional open space in the study area.



2.3 Managing Impacts from Important Regional Infrastructure Investments

Interstate 540

Several important transportation corridors affect travel and connectivity within the study area. The major regional transportation project in the area is the Triangle Expressway Southeast Extension, the final leg of the **I-540 Corridor** that would link the towns of Apex, Cary, Clayton, Garner, Fuquay-Varina, Holly Springs and Raleigh. The Southeast Extension is expected to be completed by 2029. Three I-540 interchanges will be located here: (1) I-540 at Rock Quarry Road/Old Baucom Road; (2) Auburn Knightdale Road, and (3) Poole Road.

Policies

- » Policy SE 4 Hodge Road Extension
- » Policy SE 5 Regional Greenway Connectivity

Actions

- » Action SE 5 Apply Special Highway Overlay District (SHOD)

These future interchanges will provide convenient access for residents of the study area to major employment centers including Research Triangle Park and faster travel times to municipalities in eastern Wake County. While these locations address the community's stated goals of improving travel for motorists and improving access to shopping and destinations, they will also spur demand for new homes and businesses which also take advantage of this access. Careful planning is essential in order to focus this growth in a manner that also addresses the community's goals of resource protection and preserving elements of the rural character of the study area.

Traffic was the most common topic cited by existing residents in the study area. Many comments received during the public engagement process expressed frustration with increasing traffic congestion, particularly on Poole Road, Rock Quarry Road, and Smithfield Road.

The recently completed **Northeast Area Study Update** by the Capital Area Metropolitan Planning Association (CAMPO) listed the Poole Road, Hodge Road, Auburn Knightdale Road, and Smithfield widening projects among their roadway network recommendations for the 2045 Metropolitan Transportation

Plan (MTP). Also listed, is an intersection realignment for Major Slade and Smithfield Roads at Grasshopper Road. Unfortunately, a timeline for completion of these roadway projects cannot be determined with certainty. Funding for local projects is scarce, and there is intense competition for funds at the state, regional, and NCDOT Highway Division levels. Many of these projects will be completed over a currently undetermined timeframe as development occurs, utilizing private funding and local government bond funds.

One project listed in the current State Transportation Improvement Plan (STIP) is slated for completion in FY2022: Upgrades to the intersection at Poole Road and Smithfield Road. This project will add turn lanes at each quadrant of the intersection. While this project will improve traffic flow and provide for safer left turns, it will result in the removal of Martin's Store, a general store and fuel stop that has been a fixture in the Shotwell community since 1933.

Hodge Road Planned Development

Indicative of the market demand driving new growth in the study area is a currently pending rezoning proposal for over 530 acres in the northwest quadrant of the study area, bordered by the Neuse River to the west, Poole Road to the north, and the I-540 corridor to the east. The Hodge Road assemblage (Rezoning Case **Z-16-20**) is proposed as a Planned Development District. Mungo Homes of Irmo, South Carolina, hopes to create a master-planned community of potentially 1,800 homes, including single-family homes, townhomes, and apartments, along with a neighborhood-scale mixed-use area. The project would incorporate open space and provide greenway and other amenities along the Neuse River.

Key to the viability of this project is the future connection of Hodge Road to Auburn Knightdale Road, as illustrated

in the Raleigh Street Plan (see Figure 11). This connection was not incorporated into the NCDOT's Complete I-540 Preferred Alternative alignment and is not included in their construction program. However, current NC Turnpike designs for I-540 show there is adequate area to establish this connection. The City of Raleigh, NCDOT, CAMPO, and NC Turnpike Authority have held discussions on this matter and will continue to coordinate throughout the design and construction of I-540 to ensure this connection is facilitated.

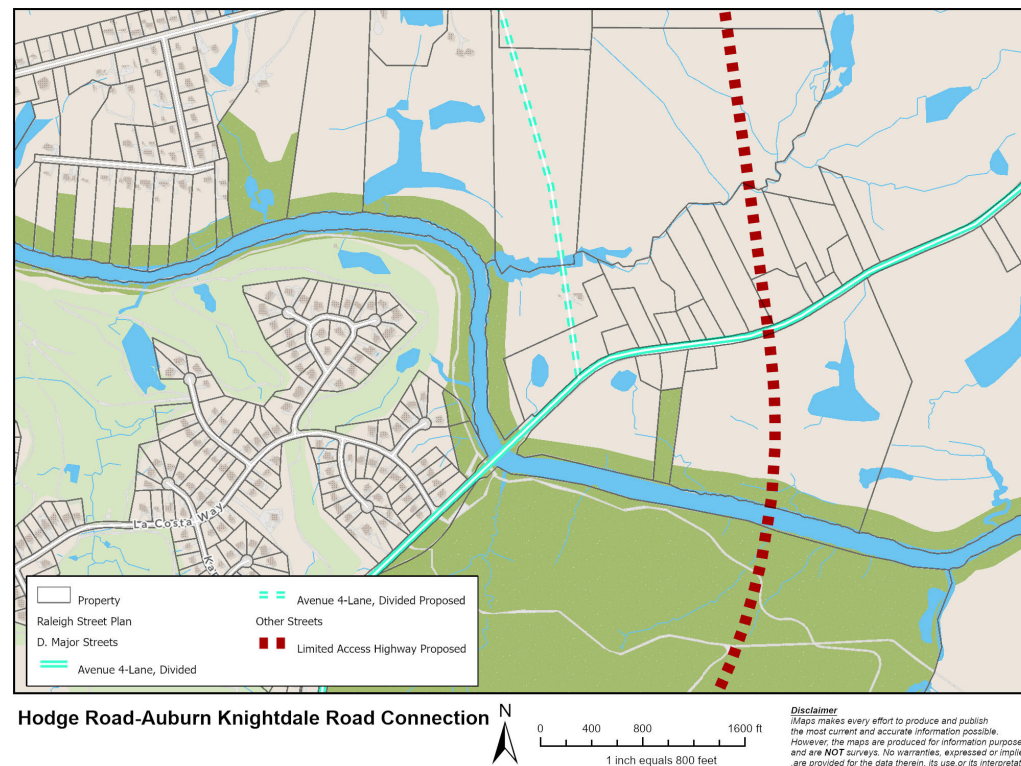


Figure 11

Street Plan Map—Hodge Road-Auburn Knightdale Road Connection

Policies

- » Policy SE 1 Preserving Open Space Through Nodal Development
- » Policy SE 2 Large Site Development
- » Policy SE 15 Pedestrian-Focused Residential Development
- » Policy SE 16 Innovative Open Space Design
- » Policy SE 17 Overlay District Implementation

Actions

- » Action SE 16 Overlay District for Residential Development

2.4 Clustering Growth in Mixed-Use Centers

To support several of the community priorities identified in the first two phases of engagement, the study envisions mixed-use centers for the study area. These centers would recommend commercial and office development concentrated near major transportation infrastructure. The mixed-use centers would locate amenities and destinations near the residential sections of the study area while taking pressure off the rural and open space areas. The intent is to avoid a dispersed, piecemeal, suburban development pattern throughout the study area. By focusing more intensive development at major crossroads, or toward the interior of larger tracts, more open space can be preserved to protect natural areas and help maintain the existing rural character.

Recommended policies and actions for this Big Move would encourage and facilitate master-planned, mixed-use development and incentivize property consolidation.

The study recommends adjustments to the existing mixed-use center along Rock Quarry Road at Whitfield Road. This center recommends adding a cluster of community-serving commercial uses near the intersection with Whitfield Road and shifting the existing community-service commercial uses near Auburn



Knightdale Road to office and residential uses. Office and residential uses are recommended to act as a transition between these areas and surrounding residential. To support these uses and help slow the increase in traffic, additional housing is recommended for residential areas near the mixed-use center.

As the area grows, and if Phase 4 of ETJ expansion is deemed appropriate to pursue, another mixed-use center in the study area near Poole Road and Grasshopper Road may be appropriate. This mixed-use center would have a core of community mixed-use, with transitional uses like low-impact office uses creating a buffer with surrounding residential areas.

The study also recommends changes to future land use guidance to the east of I-540 near an **existing construction and debris landfill**, located near the intersection of Old Baucom Road and Brownfield Road. With its proximity to a future I-540 interchange and the Neuse River Resource Recovery Facility, this area may be better situated for employment-generating uses, such as light industrial, office and research, and development uses that could benefit from the space and proximity to major transportation infrastructure. This change would also support the designation of this area as an **Economic Opportunity Zone**. Furthermore, these uses would be less impacted by noise and odor from the landfill and NRRRF than would residential uses. Where these proposed land uses are adjacent to existing residential areas, only low-impact office and residential mixed-uses are recommended.

Future Land Use and Urban Form

To implement these recommendations, the study recommends making amendments to two policy maps in the 2030 Comprehensive Plan—the Future Land Use Map and the Urban Form Map.

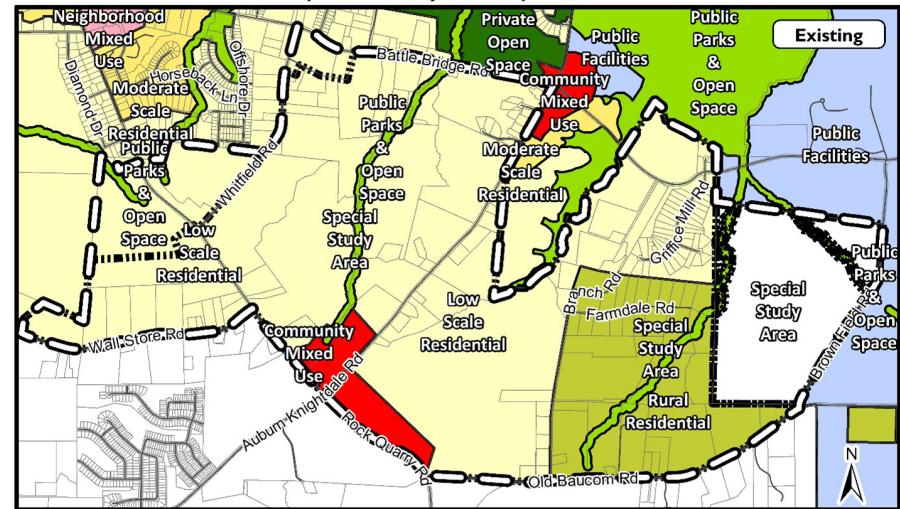
The Future Land Use Map recommends future land uses for both the corporate limits of Raleigh and its ETJ. The map is most often implemented via rezoning requests. The recommended amendments would only occur in Area 1 (representing about 19% of that area) and Area 2 (about 28%). Overall, these recommendations for Future Land Use Map amendments would involve about 1,293 acres, representing only 11% of the entire study area.

The recommended mixed-use center would be applied to the Future Land Use Map by adding areas of Community Mixed-Use, Neighborhood Mixed-Use, Office & Residential Mixed-Use, and Moderate Density Residential. The recommended changes east of I-540 would be implemented via the Business & Commercial Services and Office & Residential Mixed-Use designations.

The Urban Form Map identifies areas of clustered growth and recommends a more urban built form for certain areas and corridors. The map is most often implemented via rezoning requests and the application of a zoning frontage.

Proposal to Amend the Future Land Use Map

Existing Designation: Rural Residential, Low Scale Residential, Community Mixed Use, Special Study Area



Proposed Designation: Moderate Scale Residential, Community Mixed Use, Neighborhood Mixed Use, Office & Residential Mixed Use, Business & Commercial Services

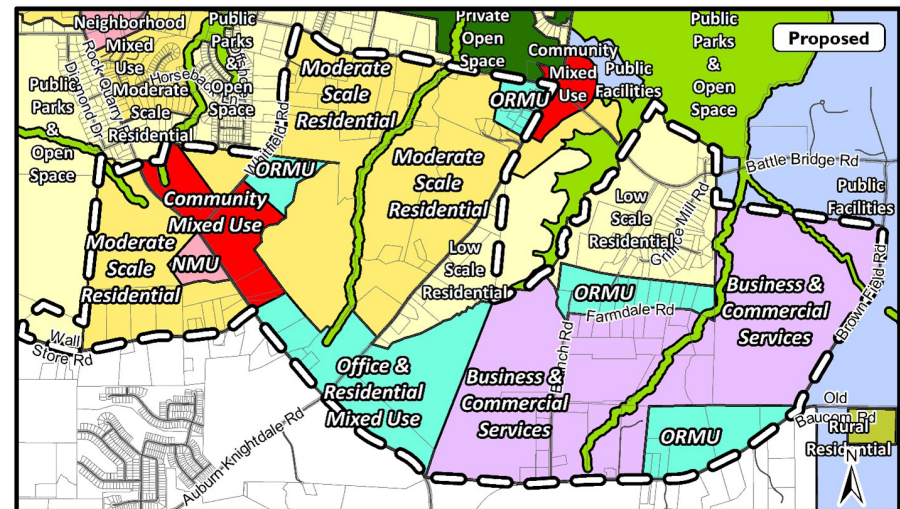


Figure 12

Future Land Use Recommendations

The recommended mixed-use center would be applied to the Urban Form Map by adding a City Growth Center between Whitfield Road and Auburn Knightdale Road and by adding an Urban Thoroughfare designation to Rock Quarry Road, Battle Bridge Road, and Auburn Knightdale Road.

Shaping Growth and Development

As development demand increases within the study area, it is crucial to implement zoning tools that will create dense, pedestrian friendly, and fiscally responsible communities. By creating these communities in areas that are more readily available to receive city utilities and services, more open space and natural area can be conserved and remain rural in character further out. Creating these kinds of communities also allows for the potential of transit accessibility in the future.

Ferrington Village, located in northeast Chatham County near Chapel Hill, NC is an example of a 'rural village'—a tightly clustered mix of housing, retail, office, and services that is surrounded by expanses of open space, in this case, a working farm. Large assemblages of land are necessary for the rural village concept to be economically viable.

Amendment to Map UD-1: Urban Form

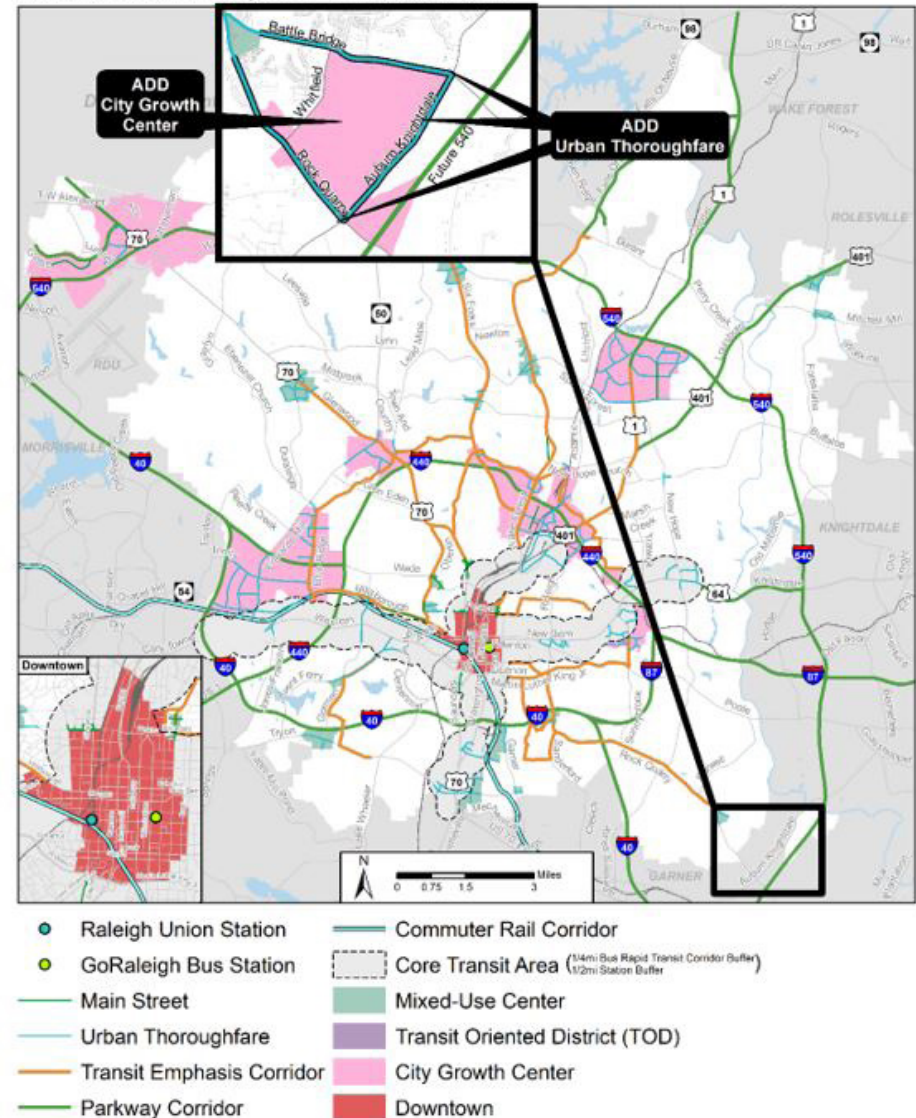


Figure 13

Urban Form Recommendations

Within these neighborhoods, focus should be on a high-quality public realm and pedestrian experience. This means interconnected open spaces and a built form that connects the private residences with public space. Public spaces like neighborhood squares and pocket parks provide space for neighborhood gathering and interaction. Public space can also be enhanced by discouraging auto-oriented design that increase interactions between pedestrians and vehicles like front facing garages and frequent curb cuts. A safe and pleasant pedestrian experience combined with nearby commercial uses reduces the need to drive to meet daily needs. Less driving also reduces traffic on arterial roads and the resulting carbon emissions.

An overlay district is one potential tool that could help achieve these goals. The overlay district would be applied when an area is brought into Raleigh's ETJ and Raleigh zoning is initially applied or voluntarily annexed and rezoned by a property owner. The overlay district would focus on open space requirements and incentivizing innovative site design. While the specific requirements and regulations would be fully realized through a text change process, the following outcomes would guide development of the overlay district:

- » Require open space to protect and maintain the sensitive natural features that make the study area unique.
- » Encourage site consolidation through open space requirements, while allowing flexibility to incentivize innovation in site development. One way to incentivize innovation would be allowing for neighborhood amenities to count towards open space requirements.
- » Allow for increased density, building types, and uses in low-scale residential areas to increase the supply of housing and neighborhood services while maintaining a smaller development footprint.
- » Facilitate greenway-oriented development that would allow for properties to have frontage along greenway corridors.

The implementation of the overlay district would require most development in residential zoning districts to meet compact or conservation development option requirements. The development of the overlay district is also anticipated to modify the open space requirements of the compact and conservation development options to create flexibility and make these more feasible options for development.

2.5 Ensuring Compatibility with Public Facilities—Randleigh and the Neuse River Resource Recovery Facility

Two major public facilities are located within the Southeast area: the Randleigh tract and the Neuse River Resource Recovery Facility (NRRRF). The Randleigh tract is located more than seven miles southeast of downtown Raleigh and totals approximately 415 acres. The tract was acquired jointly by City of Raleigh and Wake County in 2005 from NC State University, which had used the land as an agricultural research farm since 1966. The property is located on Auburn Knightdale Road at Battle Bridge Road and adjoins property owned by the City of Raleigh for the NRRRF. The northern boundary of the tract is located along the Neuse River, with over 3,600 feet of river frontage. Both the Neuse River Trail and the future I-540 traverse the northern portion of the tract.

Policies

- » Policy SE 12 Collaboration with Wake County and Local Government
- » Policy SE 13 Maintain Compatible Land Uses Adjacent to the NRRRF
- » Policy SE 14 Expand the Use of Reuse Water

Actions

- » Action SE 4 Brownfield Landfill
- » Action SE 9 Utilizing Land Resources as an Economic Development Asset

A conservation easement was granted by the city and county to the state of North Carolina in 2006 for the 100-year floodplain along the Neuse River.

A Randleigh Farm Conceptual Plan was completed in 2006. The plan recommended multiple uses on the tract, including the corridor for I-540, open space, flood plain protection, bio-solids application, Raleigh public park land, Wake County public school facilities, and Raleigh operations facilities. Wake County Public Schools anticipates the future construction of an elementary and middle school with ecological-based curricula to take advantage of its proximity to the Neuse River Trail and the NRRRF.



Presently, use of the Randleigh tract is governed by a Interlocal Agreement (ILA) between the city and county. Executed in October 2005, the ILA stipulates specific actions to which joint-coordination are agreed upon by the two parties involved in the signing of the ILA. As of this writing, negotiations are underway between the city and county to formally subdivide the Randleigh tract into two parcels, with the city owning the northern property and the county taking ownership of the southern part, with the boundary line between the two at Battle Bridge Road. Joint discussions are also intended to resolve cost-sharing associated with the initial acquisition of the property, sharing proceeds from the of sale I-540 of right-of-way, and other details to meet the final conditions of the ILA.



In 2023, the City of Raleigh intends to update the 2006 Conceptual Plan, which will include a training center for Raleigh Fire. In addition to future facility needs, the northern parcel can also provide for additional open space and recreational opportunities. The Conceptual Plan update should also consider the potential adverse impacts of planned municipal uses, including the Fire Training Center, on other planned civic uses for the tract, as well as existing and planned land uses adjacent to the Randleigh tract.

The Neuse River Resource Recovery Facility treats wastewater from Garner, Knightdale, Raleigh, Rolesville, Wake Forest, Wendell, and Zebulon. The facility treats 75 million gallons of wastewater per day, along with 40 dry tons of biosolids per day. The Neuse River Resource Recovery Facility and associated lands encompass over 1,400 acres in the southern part of the study area (Area 2; see ETJ Expansion Phases map), bordered by the Neuse River to the north and east, the Randleigh tract to the west and extending to the southern boundary of the study area below Old Baucom Road. While the wastewater treatment facilities take up less than 200 acres, most of the NRRRF lands are used as spray fields for nutrient treatment and the application of biosolids. These fields double as croplands, producing **biofuel feedstocks** and silage.

Protecting the city's investment in the NRRRF requires that incompatible land uses do not encroach upon the facility and impede operations. Raleigh Water continues to seek opportunities to acquire additional land and easements surrounding the NRRRF. Recommended Policy SE 13 would prioritize acquisition efforts. Expanding these buffer areas would also address other community goals for preserving open space and protecting the Neuse River.





3

Implementation Priorities and Phasing

3 Implementation Priorities and Phasing

The Southeast Special Study recommends 18 specific actions for implementation. These actions are prioritized based on expected growth trends and relationship of the action to the priorities of the community as expressed during the community engagement process. Time horizons (short-medium-long term) for each action are determined based on project complexity, availability of staff resources and funding, or other sequencing factors.

Table 2 shows implementation actions, level of priority, timeframes, and responsible parties. Being designated a medium- or long-term project does not necessarily indicate less importance than a short-term project; it may be that other projects needed to be completed first; that the later project requires more time to plan, design, and build; or that funding was not available sooner.

3.1 Comprehensive Plan Amendments

ID	Action	Description	Near-Term (0-3 YRS)	Mid-Term (3-5 YRS)	Long-Term (>5 YRS)	Responsibility/ Funding Source
SE 1	Consider Relinquishment of Long Range Urban Service Area	In coordination with Wake County and neighboring jurisdictions, consider relinquishment of Raleigh's Long Range Urban Service Area in Area 5. Considerations include pace of new development, interjurisdictional coordination, and networks of preserved open space or natural areas.	High			Planning and Development, Wake County; Municipalities adjoining Study Area
SE 2	Compact and Conservation Development Option	Review Compact and Conservation Development option standards for open space preservation and revise for more flexibility that encourages the use of the option while still promoting preservation of the natural resources and open space that makes the study area unique.	High			Planning and Development

3 IMPLEMENTATION PRIORITIES AND PHASING

ID	Action	Description	Near-Term (0-3 YRS)	Mid-Term (3-5 YRS)	Long-Term (>5 YRS)	Responsibility/ Funding Source
SE 3	Regional Open Space Preservation	Support the development of a regional greenbelt of preserved open space within the Long Range Urban Service Area. Collaborate with greenway and open space planning efforts among southeastern Wake County municipalities to connect greenway corridors, existing parks and open spaces, natural areas and working lands. Work with Wake County agencies and regional non-profit organizations, such as the Triangle Land Conservancy, the NC Mountains-to-Sea Trail, the Wake County Open Space Program and the Wake Soil & Water Conservation District to identify and prioritize key locations for easements and acquisitions to create a regionally interconnected open space system.	Medium— initiate in near term			Planning and Development, PRCR, Raleigh Water, Wake County, Town of Knightdale, Town of Wendell
SE 4	Brownfield Landfill	Initiate discussions with Wake Reclamation LLC to explore possibilities for future reclamation of the Brownfield Landfill site, which is expected to close in 2027.			High— landfill scheduled to close in 2027	PRCR, Raleigh Water, Wake Reclamation LLC
SE 5	Apply Special Highway Overlay District (SHOD)	Apply the Special Highway Overlay District to the I-540 alignment in the project area as ETJ is expanded and Raleigh zoning is applied. For properties outside of Raleigh's ETJ, partner with Wake County to apply their corresponding Special Highway Overlay District along the I-540 alignment.		High—greater tree protection along I-540 is community priority		Planning and Development
SE 6	Build Regional Greenways	Coordinate with southeastern Wake County municipalities (Town of Garner, Town of Knightdale, and Town of Wendell) on regional greenway connections with Poplar Creek and Marks Creek to link the Williamson Preserve with the Neuse River Trail. Evaluate potential amendments to the Capital Area Greenway Master Plan to facilitate regional connections.			Medium	City of Raleigh, regional municipalities, Wake County

ID	Action	Description	Near-Term (0-3 YRS)	Mid-Term (3-5 YRS)	Long-Term (>5 YRS)	Responsibility/ Funding Source
	Tools for Land Preservation	Study the feasibility of land management tools and techniques to incentivize large parcel assemblages; promote conservation easements and other estate planning tools; leverage existing programs through other land resource agencies.	Medium			Planning and Development, Wake County Open Space Program, Wake SWCD, Triangle Land Conservancy
SE 5	Regional Open Space Preservation	Develop framework for a regional greenbelt of interconnected, preserved open spaces	Medium— initiate in near term			Planning and Development, PRCR, Raleigh Water, Wake County, Town of Knightdale, Town of Wendell
SE 6	Brownfield Landfill	Initiate discussions with Wake Reclamation LLC to explore future reclamation options			High— landfill scheduled to close in 2027	PRCR, Raleigh Water, Wake Reclamation LLC
SE 7	Protect and Enhance Streams and Wetlands	Encourage protection and enhancement of streams and wetlands in the Southeast Special Study Area. Upon annexation, this may include preserving and enhancing streams and wetlands, and seeking projects within the City's purview that provide nutrient control. These conservation and improvement projects may be potentially eligible for the City to place in a future mitigation bank for use by City projects. This would benefit the City, the southeast area, and the environment in cases where impacts to receiving waters from proposed City projects cannot be avoided and/or an offset is required.		Medium		Planning and Development, PRCR, Engineering Services, Raleigh Water, NC DEQ
SE 8	Stormwater Analysis	Conduct detailed analysis of the stormwater drainage basins that overlap the southwest, south, and northwest portions of the study area for use in planning and implementation of green stormwater infrastructure (GSI).	Medium			Engineering Services, Planning and Development

3 IMPLEMENTATION PRIORITIES AND PHASING

ID	Action	Description	Near-Term (0-3 YRS)	Mid-Term (3-5 YRS)	Long-Term (>5 YRS)	Responsibility/ Funding Source
SE 9	Utilizing Land Resources as Economic Development Asset	Collaborate with partners such NC State University, NC Biotechnology Center, Center for Environmental Farming Systems, and study area resource landowners to assess the potential of the Study Area as element of an agricultural technology cluster; identify agricultural lands for enterprises related to agricultural biotechnology, renewable energy/ biofuels, carbon sequestration, feedstock, specialty crops, and ecotourism-related enterprises.	High			City of Raleigh, NCSU, NC Biotechnology Center
SE 10	Collaboration with Wake County Public Schools	Collaborate with WCPSS on environmental, ecological, and sustainability-focused curricula at future schools planned for the Randleigh Tract			Low	City of Raleigh, Wake County Public Schools
SE 11	Expand Buffers along Neuse River and Tributaries	Initiate discussions with willing landowners to expand beyond the regulatory floodplains and prescribed buffers of the Neuse River and associated tributaries to enhance preserved green space, wildlife habitat, and floodplain protection.	Medium			Planning and Development, PRCR
SE 12	ETJ Expansion	Extend the extraterritorial jurisdiction in Area 1 and rezone associated properties in Wake County in accordance with the recommendations of this area study.	High			Planning and Development, Wake County
SE 13	Enhance Fire Service	Plan for and establish a new fire station in coordination with ETJ expansion plans	High			Raleigh Fire, Planning and Development, Budget and Management Services, Engineering Services, Finance
SE 14	Revisit the Study Based on Growth Patterns	Revisit and reevaluate the recommendations of this study before pursuing ETJ expansion in Areas 2 – 5. Important considerations include the rate of development, amount of land contiguous with corporate limits, and the fiscal impacts of serving future properties that could voluntarily annex into the city.		High		Planning and Development, PRCR, Transportation, Police, Fire, BMS, Finance

ID	Action	Description	Near-Term (0-3 YRS)	Mid-Term (3-5 YRS)	Long-Term (>5 YRS)	Responsibility/ Funding Source
SE 15	Alignment with PLANWake	Submit request to Wake County to amend the PLANWake Growth Framework Map to align with the recommendations of this area study. Initiate necessary amendments to Wake County plan documents as necessary in conjunction with any Extraterritorial Jurisdiction Expansion and any Future Land Use Map amendments.	Medium			Planning and Development, Wake County
SE 16	Overlay District for Residential Development	Initiate and adopt a text change to the Unified Development Ordinance that would require most development in residential zoning districts to adhere to Compact or Conservation development requirements in the Southeast Study Area. Modify Compact and Conservation development options to allow for increased density, building types, and uses in residentially zoned areas and more flexibility in open space requirements.	High			Planning and Development
SE 17	Evaluate Future Land Use Map	Initiate review of Future Land Use Map designations in conjunction with any Extraterritorial Jurisdiction Expansion to provide for mixed-use development opportunities to support a more sustainable development pattern.	Medium			Planning and Development
SE 18	Evaluate Street Plan Designations	Initiate review of Street Plan designations within the study area to ensure that these designations support the urban design and sustainability policies laid out in this study. Wherever traffic projections support a designation with fewer vehicular lanes on a street plan segment, change the designation accordingly to reduce crossing distances and support urban vitality.	Medium			Planning and Development; Transportation

The initial action to implement the recommendations of the Southeast Special Study will be the adoption of amendments to the 2030 Comprehensive Plan. This will create a **new section of area-specific guidance** in the plan. These new plan policies and actions will guide future legislative decisions for growth and development in the study area. Comprehensive Plan amendments CP-12-21 Southeast Study will contain text and map policies to guide changes to the zoning map and Unified Development Ordinance (UDO).



3.2 Expansion of Extraterritorial Jurisdiction

The North Carolina General Statutes grant municipalities with populations greater than 25,000 the authority to extend their extraterritorial jurisdiction up to three miles beyond their limits. The municipality is required to notify, by first class mail, all property owners within the proposed expansion area at least four weeks prior to the public hearing that considers the adoption of an ordinance to expand the ETJ.

To implement the actions of the study, a phased and incremental approach to expanding ETJ into the Southeast area is recommended starting with Area 1. The rationale for expansion into Area 1, which is bordered to the west by existing corporate limits and to the east by the Randleigh tract (an annexation satellite), is based on fiscal analysis, current development activity, and the ongoing interest in voluntary annexation and rezoning by landowners (including three active rezoning cases in this area (Z-81-2021; Z-2-2022; Z-69-22) as of August 2022). Additional rezoning proposals are anticipated, based on recent inquiries from landowners.

Market interest in development is steady throughout the study area and is anticipated to remain active and possibly strengthen once I-540 is under construction. The phasing of subsequent expansions of Raleigh's ETJ beyond Area 1 will depend upon this continued interest, the pace of voluntary annexation activity, public infrastructure investment, and how much of each subsequent area is contiguous to corporate limits. To keep pace with development and ensure that city zoning is in place when petitions are submitted by property owners, it is recommended that any subsequent area be considered for ETJ expansion based on a combination of the following factors:

- **Rate of Development:** The Comprehensive Plan already contains policies that encourage development happening within city limits first, within the city's ETJ second, and outside of ETJ last. To ensure development is consistent with this policy, ETJ should not be expanded to areas further away from city limits before areas within city limits and ETJ are nearly built-out and developed.
- **Quality of Development:** City of Raleigh development standards can be expected to deliver walkable mixed-use neighborhoods that provide a healthy quality of life for residents with a typical level of city services. In contrast, new construction realized under Wake County's development standards is more likely to be car-oriented, thereby reducing the long-term development potential of the area. If community expectation and market conditions indicate development is imminent, Raleigh development standards are likely to deliver the best development outcome.
- **Contiguity:** When properties are directly adjacent to primary corporate limits; they are eligible for voluntary annexation. When an area is at least 70% contiguous, this indicates that development is occurring at a pace that suggests it may be appropriate to expand ETJ. The Randleigh tract and the Hodge Road Rezoning (Z-16-20) are both examples of large tracts that would have significant impacts on the amount of contiguous land in areas 2, 3, and 4 if they were annexed (Z-16-20) or made contiguous with corporate limits (Randleigh).
- **City Services:** The fiscal impacts of serving outlying areas with city services should be considered and necessary capital improvements to serve the area considered for ETJ expansion should be forecasted in the Capital Improvements Budget. This ensures that the required infrastructure is sufficient to serve potential development and will have a positive impact on the city's financial health. At the present time, the City does not have adequate fire protection capacity to meet public safety response time standards in most of the study area.
- **Fiscal Analysis:** While this study completed a high-level forecast of potential revenue and the types of costs that would be incurred with extension of corporate limits to the study area, the high level of uncertainty about future development patterns makes it impossible to produce future revenue and cost estimates accurate enough to serve as a sole long-range decision-making criterion. Additional fiscal analysis will be necessary at the time that each area is considered for expansion.

Beyond Area 1, future expansions of Raleigh's ETJ would occur incrementally over the next 10 years or longer. For each ETJ expansion, there is a public process where the City of Raleigh formally requests an expansion of ETJ from Wake County, which has final approval authority for expansions of the ETJ. Wake County has criteria for expansion of the ETJ and the city will be responsible for demonstrating that each request meets the county's established criteria. Through a standardized process, the Wake County Board of Commissioners in close coordination with the City of Raleigh, could approve the city's request for ETJ expansion. Once granted authority, the city will then coordinate the ETJ expansion process with the rezoning process so that the city's UDO would be applied to the property located in the

ETJ expansion area within 60 days following the city's action to extend its ETJ. This process would involve multiple public meetings and provide notice to the properties involved via mail, posted signs, and legal advertisements. Adoption of the ETJ expansion ordinance as well as the ordinance rezoning the ETJ expansion area require legislative public hearings. These hearings could occur during the same meeting of the City Council.

The potential fiscal impacts of ETJ expansion were estimated over the course of this study, including new revenues and costs for capital projects and service provision. This high-level fiscal assessment looked at police, fire, transportation, parks, and stormwater impact on two scenarios of ETJ expansion. The full analysis is included in the Appendix.

3.3 Rezoning

As Raleigh's ETJ is expanded, regulation of development in those areas will switch from Wake County to Raleigh. Raleigh is required by state law to apply city zoning within 60 days of ETJ expansion. Staff would likely bring the rezoning forward concurrently with any ETJ expansion request. This means that Raleigh zoning will be applied through a city-initiated **rezoning request**. Rezoning requests are reviewed by neighbors, the Planning Commission, and the City Council, with the ultimate decision to approve or deny the request decided by the City Council. Raleigh's development ordinance requires two neighborhood meetings be held with property owners and residents in and near the area to be rezoned. The Planning Commission would also review the rezoning request at a public meeting and provide a recommendation to the City Council. The proposed overlay district would be included with any city-initiated expansion of ETJ and application of city zoning.



3.4 Coordination with Adjoining Municipalities

The study area is adjacent to several municipalities in Wake and Johnston counties, including Garner, Clayton, Knightdale, and Wendell. The future land use guidance and sequence for expansion of Raleigh's ETJ recommended by this study aligns with the general trend of future land use guidance for these municipalities. Areas 1 through 3 are adjacent to areas recommended by Garner and Knightdale for Mixed Activity Center, Mixed Density Neighborhood Center, Medium Density Residential, and Neighborhood Node. Areas 4 and 5 abut areas of Knightdale, Wendell, and Clayton that are recommended for much lower intensity land uses, including Rural Residential, and Single-Family Residential. Expansion of Raleigh's ETJ is recommended to start in Area 1 and, depending on growth trends, is most likely to continue to Area 2 or 3, aligning with the areas recommended for more intensity in surrounding jurisdictions.

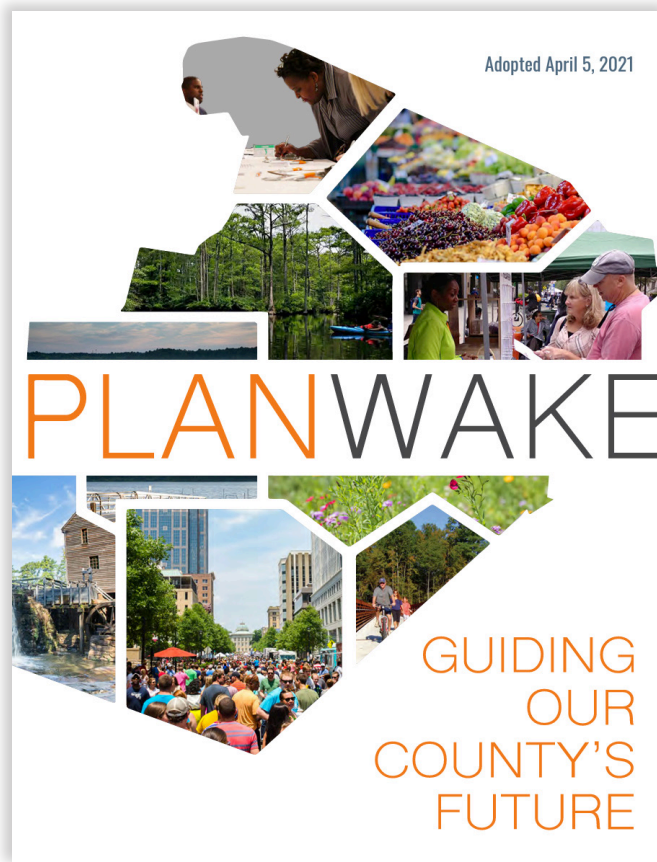
Over the life of the project, Raleigh has held regular meetings with Wake County staff, and met with Garner, Knightdale, Wendell, and Clayton staff to collect relevant information. Continued coordination on extension of the ETJ will be essential to the successful implementation of the study recommendations.

3.5 Ongoing Coordination with PLANWake

PLANWake, Wake County's Comprehensive Plan update, was adopted in April 2021. The plan includes a Development Framework Map that is intended to guide the expansion of municipal jurisdiction into areas formerly designated as Urban Service Areas.

Ongoing coordination and collaboration with Wake County will be necessary as the city embarks on the sequential ETJ expansion process as recommended by this study. The city must prove that the requested ETJ expansion meets specific criteria prior to county approval, and expansions into areas not designated on the Development Framework Map as 'Walkable Center' or 'Community' will require a corresponding map amendment.

The county will be a key partner in the implementation of study recommendations, as described in the Implementation table above.



The county will be a key partner in the implementation of study recommendations, as described in the Implementation table above.



4

APPENDIX

4 Appendix

4.1 Area-Specific Policies and Actions

The Southeast Study contains 35 recommended policies and actions organized around major topics of importance to the community, including open space preservation, connectivity, stormwater, economic development, and sustainability. This area-specific guidance is a response to four community priorities that were communicated through the study: preservation of open space, improving travel by car, improving travel on foot and by bike, and increasing access to shopping and destinations.

Recommended Policies

Policy No. & Title	Description
SE 1 Preserving Open Space Through Nodal Development*	Development and redevelopment should maintain the area's rural character and natural features. Commercial and mixed-use development should occur in clusters around major intersections, as identified in the Future Land Use Map. Residential development should cluster homes in compact nodes while preserving open space and natural features that make the study area unique.
SE 2 Large Site Development*	Development should occur through thoughtful large site development and Planned Development Districts to avoid piecemeal rezoning and development that creates sharp changes in the development pattern and fails to create meaningful clustering and nodes and preserve open space. Rezoning requests for sites under 75 acres should be deemed inconsistent with this policy.
SE 3 Support the Preservation of Agriculture and Forestry	Support Wake County and the Wake Soil and Water Conservation District in their efforts to preserve working lands in the Long-Range Urban Service Area. Support efforts to link resource landowners to local urban markets through local organizations such as the Capital Area Food network. Participate in the implementation of the Wake County Food Security Plan.
SE 4 Hodge Road Extension	Collaborate with the North Carolina Department of Transportation, the Turnpike Authority, and other interested agencies to realize connectivity between the Neuse River and I-540 specifically through the Hodge Road extension at the planned interchange at Auburn Knightdale Road and the Auburn Knightdale Road extension at Bethlehem Road.
SE 5 Regional Greenway Connectivity	Promote regionwide connectivity of municipal greenway systems to the Neuse River Trail, Williamson Preserve, and a potential corridor paralleling I-540. Educate, inform, and encourage willing resource landowners to become partners in preserving a protected network of green spaces for both ecological health and sustainable economic development.
SE 6 Green Stormwater Infrastructure*	New development should integrate green stormwater infrastructure (GSI) and Low Impact Development techniques throughout the study area, especially in areas where the Future Land Use Map recommends mixed-use development through Business and Commercial Services, Community Mixed Use, Neighborhood Mixed Use and Office Mixed Use designations. Green Stormwater Infrastructure elements include rain gardens, grassed swales, rooftop gardens, and permeable pavers.

Policy No. & Title	Description
SE 7 Green Streets	Establish “green streets” on new city roads in the study area that reduce stormwater runoff, decrease vehicle speeds, and include a mix of expanded sidewalks, shared-use paths, and bicycle lanes. Make connections to existing and planned greenway corridors to maximize the routes available to people walking and biking.
SE 8 Green Tech Sector Jobs	Ensure that adequate land is zoned so that green tech jobs can locate in the study area with access to the area’s natural resources.
SE 9 Equitable Development for the SE Study Area	Future economic development strategies should leverage local anchor institutions such as our universities, and rely on existing assets, such as non-profit institutions, to foster resilient and inclusive economies that benefit the Southeast Raleigh community and the city as a whole.
SE 10 Sustainable Development	Promote green building practices and renewable energy technologies in the study area. These facets should be part of overall strategies to build resilience into new construction on greenfield sites.
SE 11 Protect Water Resources	The Neuse River is the predominant natural resource of the study area, and the sub-basins of Poplar Creek, Marks Creek, and other smaller tributaries and intermittent streams comprise the hydrologic network. The city should support public and private conservation efforts as well as development strategies that are tailored to protecting these vital resources.
SE 12 Collaboration with Wake County and Local Governments	The Southeast Study Area has been a focal point of interagency collaboration for two decades, beginning with the acquisition and joint planning for the Randleigh tract. Furthermore, Wake County and adjoining municipalities have provided guidance during the development of this study. The city should continue its ongoing collaboration with Wake County and the local governments that adjoin the study area (Garner, Knightdale, Wendell, and Clayton), seeking opportunities for implementing recommended actions for mutual benefit, including transportation connectivity, open space preservation, and the recommendations of PLANWake.
SE 13 Maintain Compatible Land Uses Adjacent to the NRRRF	Prioritize acquisition of buffer areas around the Neuse River Resource Recovery Facility to prevent incompatible development adjacent to spray-application fields for wastewater effluent. Explore landowner incentives for granting conservation easements for nutrient credits in the study area.
SE 14 Expand the Use of Reuse Water	Promote the availability of reuse water at the Neuse River Resource Recovery Facility for residential, commercial, and agricultural irrigation and as a cost-saving benefit for new industry in the area.
SE 15 Pedestrian-Focused Residential Development	Prioritize pedestrian and communal space in residential neighborhoods. Encourage residential frontages that engage with the public right-of-way using porches and front facing entrances. Encourage public gathering places such as squares and pocket parks. Discourage auto-oriented design that disrupts the pedestrian experience.
SE 16 Innovative Open Space Design	Encourage the innovative use of open space and trails in developments by allowing flexibility in UDO open space requirements. Incentivize innovative site design and neighborhood amenities by allowing flexibility in the placement of open space, the frontage of properties on greenway corridors, and allowing neighborhood amenities to count toward open space requirements.
SE 17 Overlay District Implementation	Upon completion of Action SE 15, any rezoning request in the Southeast Study Area, whether privately initiated or associated with a city-initiated expansion of ETJ, should apply the Overlay District for Residential Development as described in Action SE 15.
SE 18 Coordination with Adjacent Municipalities	Coordinate with surrounding cities and towns on long-range plans to extend the extraterritorial jurisdiction.

* Denotes Key Policy

Implementation Actions

ID	Action	Description	Near-Term (0-3 Years)	Mid-Term (3-5 Years)	Long-Term (>5 Years)	Responsibility/ Funding Source
SE 1	Consider Relinquishment of Long-Range Urban Service Area	In coordination with Wake County and neighboring jurisdictions, consider relinquishment of Raleigh's Long-Range Urban Service Area in Area 5. Considerations include pace of new development, interjurisdictional coordination, and networks of preserved open space or natural areas.	High			Planning and Development, Wake County; Municipalities adjoining study area
SE 2	Compact and Conservation Development Option	Review Compact and Conservation Development option standards for open space preservation and revise for more flexibility that encourages the use of the option while still promoting preservation of the natural resources and open space that makes the study area unique.	High			Planning and Development
SE 3	Regional Open Space Preservation	Support the development of a regional greenbelt of preserved open space within the Long-Range Urban Service Area. Collaborate with greenway and open space planning efforts among southeastern Wake County municipalities to connect greenway corridors, existing parks and open spaces, natural areas and working lands. Work with Wake County agencies and regional non-profit organizations, such as the Triangle Land Conservancy, the NC Mountains-to-Sea Trail, the Wake County Open Space Program and the Wake Soil & Water Conservation District to identify and prioritize key locations for easements and acquisitions to create a regionally interconnected open space system.	Medium— initiate in near term			Planning and Development, PRCR, Raleigh Water, Wake County, Town of Knightdale, Town of Wendell
SE 4	Brownfield Landfill	Initiate discussions with Wake Reclamation LLC to explore possibilities for future reclamation of the Brownfield Landfill site, which is expected to close in 2027.			High— landfill scheduled to close in 2027	PRCR, Raleigh Water, Wake Reclamation LLC

ID	Action	Description	Near-Term (0-3 Years)	Mid-Term (3-5 Years)	Long-Term (>5 Years)	Responsibility/ Funding Source
SE 5	Apply SHOD (Special Highway Overlay District)	Apply the Special Highway Overlay District to the I-540 alignment in the project area as ETJ is expanded and Raleigh zoning is applied. For properties outside of Raleigh's ETJ, partner with Wake County to apply their corresponding Special Highway Overlay District along the I-540 alignment.		High—greater tree protection along I-540 is community priority		Planning and Development
SE 6	Build Regional Greenways	Coordinate with southeastern Wake County municipalities (Town of Garner, Town of Knightdale, and Town of Wendell) on regional greenway connections with Poplar Creek and Marks Creek to link the Williamson Preserve with the Neuse River Trail. Evaluate potential amendments to the Capital Area Greenway Master Plan to facilitate regional connections.			Medium	City of Raleigh, Regional Municipalities, Wake County
SE 7	Protect and Enhance Streams and Wetlands	Encourage protection and enhancement of streams and wetlands in the Southeast Special Study Area. Upon annexation, this may include preserving and enhancing streams and wetlands, and seeking projects within the city's purview that provide nutrient control. These conservation and improvement projects may be potentially eligible for the city to place in a future mitigation bank for use by city projects. This would benefit the city, the southeast area, and the environment in cases where impacts to receiving waters from proposed city projects cannot be avoided and/or an offset is required.		Medium		Planning and Development, PRCR, Engineering Services, Raleigh Water, NC DEQ
SE 8	Stormwater Analysis	Conduct detailed analysis of the stormwater drainage basins that overlap the southwest, south, and northwest portions of the study area for use in planning and implementation of green stormwater infrastructure (GSI).	Medium			Engineering Services, Planning and Development

ID	Action	Description	Near-Term (0-3 Years)	Mid-Term (3-5 Years)	Long-Term (>5 Years)	Responsibility/ Funding Source
SE 9	Utilizing Land Resources as Economic Development Asset	Collaborate with partners such NC State University, NC Biotechnology Center, Center for Environmental Farming Systems, and study area resource landowners to assess the potential of the study area as element of an agricultural technology cluster; identify agricultural lands for enterprises related to agricultural biotechnology, renewable energy/biofuels, carbon sequestration, feedstock, specialty crops, and ecotourism-related enterprises.	High			City of Raleigh, NCSU, NC Biotechnology Center
SE 10	Collaboration with Wake County Public Schools	Collaborate with WCPSS on environmental, ecological, and sustainability-focused curricula at future schools planned for the Randleigh tract.			Low	City of Raleigh, Wake County Public Schools
SE 11	Expand Buffers along Neuse River and Tributaries	Initiate discussions with willing landowners to expand beyond the regulatory floodplains and prescribed buffers of the Neuse River and associated tributaries to enhance preserved green space, wildlife habitat, and floodplain protection.	Medium			Planning and Development, PRCR
SE 12	ETJ Expansion	Extend the extraterritorial jurisdiction in Area 1 and rezone associated properties in Wake County in accordance with the recommendations of this area study.	High			Planning and Development, Wake County

ID	Action	Description	Near-Term (0-3 Years)	Mid-Term (3-5 Years)	Long-Term (>5 Years)	Responsibility/ Funding Source
SE 13	Revisit the Study Based on Growth Patterns	Revisit and reevaluate the recommendations of this study before pursuing ETJ expansion in Areas 2 – 5. Important considerations include the location, density and intensity, and timing of development, amount of land contiguous with corporate limits, and the fiscal impacts of serving future properties that could voluntarily annex into the city.		High		Planning and Development, PRCR, Transportation, Police, Fire, BMS, Finance
SE 14	Alignment with PLANWake	Submit request to Wake County to amend the PLANWake Growth Framework Map to align with the recommendations of this area study. Initiate necessary amendments to Wake County plan documents as necessary in conjunction with any Extraterritorial Jurisdiction Expansion and any Future Land Use Map amendments.	Medium			Planning and Development, Wake County
SE 15	Overlay District for Residential Development	Initiate and adopt a text change to the Unified Development Ordinance that would require most development in residential zoning districts to adhere to Compact or Conservation development requirements in the Southeast Study Area. Modify Compact and Conservation development options to allow for increased density, building types, and uses in residentially zoned areas and more flexibility in open space requirements.	High			Planning and Development
SE 16	Evaluate Future Land Use Map	Initiate review of Future Land Use Map designations in conjunction with any Extraterritorial Jurisdiction Expansion to provide for mixed-use development opportunities to support a more sustainable development pattern.	Medium			Planning and Development

ID	Action	Description	Near-Term (0-3 Years)	Mid-Term (3-5 Years)	Long-Term (>5 Years)	Responsibility/ Funding Source
SE 17	Evaluate Street Plan Designations	Initiate review of Street Plan designations within the study area to ensure that these designations support the urban design and sustainability policies laid out in this study. Wherever traffic projections support a designation with fewer vehicular lanes on a street plan segment, change the designation accordingly to reduce crossing distances and support urban vitality.	Medium			Planning and Development, Transportation

4.2 Core Technical Team Analysis

The Southeast Study began with a 'kickoff' workshop with the project team and a 'core technical team'—representatives from various city departments, comprised of officials from Public Utilities, Parks, Recreation, and Cultural Resources, Transportation Planning, Solid Waste, Sustainability, Economic Development, Stormwater Management, and Housing and Neighborhoods.

The project team prepared a **Briefing Book** of existing conditions that was reviewed by the core team members in advance of the initial briefing held on November 30, 2018. The purpose of this briefing was to introduce the core team to the purpose, goals, and scope of the Southeast Study, and to gather their feedback to help the project team gain additional knowledge and insights in preparation for outreach with external stakeholders. The project team presented its overview of the major issues affecting the study area, such as the increase in subdivision activity, the current availability of water and sewer infrastructure, and planned sewer extensions, the impact of the Triangle Expressway (I-540), the future of the Randleigh tract, and resource conservation issues (Neuse River, agriculture, historic landscapes).

A SWOT analysis (Strengths-Weaknesses-Opportunities-Threats) was conducted to consider how the major issues identified for the study area will affect departmental projects planned for the area and opportunities that could be leveraged by these projects. This analysis is summarized as follows:

Strengths: Available land, resource base (Neuse River, agriculture).

Weaknesses: Mostly in county jurisdiction; zoned for very low-density development via well and septic; extensive floodplain areas; lack of existing stormwater infrastructure; unclear choices for the location of mixed-use nodes; lack of transit potential.

Opportunities: Expansion of Raleigh ETJ; future I-540; new utility infrastructure; proactive protection of floodplains; installation of stormwater (GI/LID) infrastructure; large undeveloped tracts give opportunity for mixed-use w/internal trip capture; I-540 connection to employment centers; new density could lead to revival of JCX commuter rail; I-540 interchanges can influence location of new mixed-use nodes; proactive acquisition of additional open space buffers along I-540 corridor.

Threats: Future I-540; continued market pressure for large-lot subdivision development; new utility infrastructure; sequence of growth could stress utilities.

From the SWOT analysis, the core team identified the following major themes for the study going forward:

- » Leverage Public Utilities investments in new infrastructure to support Smart Growth.
- » Implementation of resiliency measures.
- » Case studies for sustainability objectives (place-based economic development via outdoor recreation, ecotourism, niche agriculture, renewable energy).
- » Interjurisdictional collaboration.
- » Establish urban greenbelt (Randleigh, NRRRF spray fields, Walnut Hill Preserve serve as 'nodes' of future greenbelt extending east of I-540).
- » Northwest section of the study area is most likely to develop first, southeast area longer-term.

In October 2019, another workshop was convened with the core team to review the outcome of discussions with the community and external organizations and local governments during the first phase of community engagement. A charette was conducted to formulate city responses to the major themes and issues brought forward by the community during Phase I and how these could be incorporated into policy or action recommendations.

In May 2020, following the second phase of community engagement, the core team was convened to present the Phase II Survey results and the community's consensus on the priority policy options: 1) develop policies to encourage tree preservation along the Neuse River; 2) apply zoning that would require tree preservation along I-540; and 3) work with local non-profits and the county to preserve existing farmland and forests. The goal of this workshop was to discuss an array of policy and strategy questions, separated by departmental area of responsibility, and to craft and refine the outcome of the discussion into statements of recommended policies and strategies to guide the third phase of community engagement. This third and final convening of the core team was the basis of the **draft recommendations** presented to City Council and the public during Spring 2021.

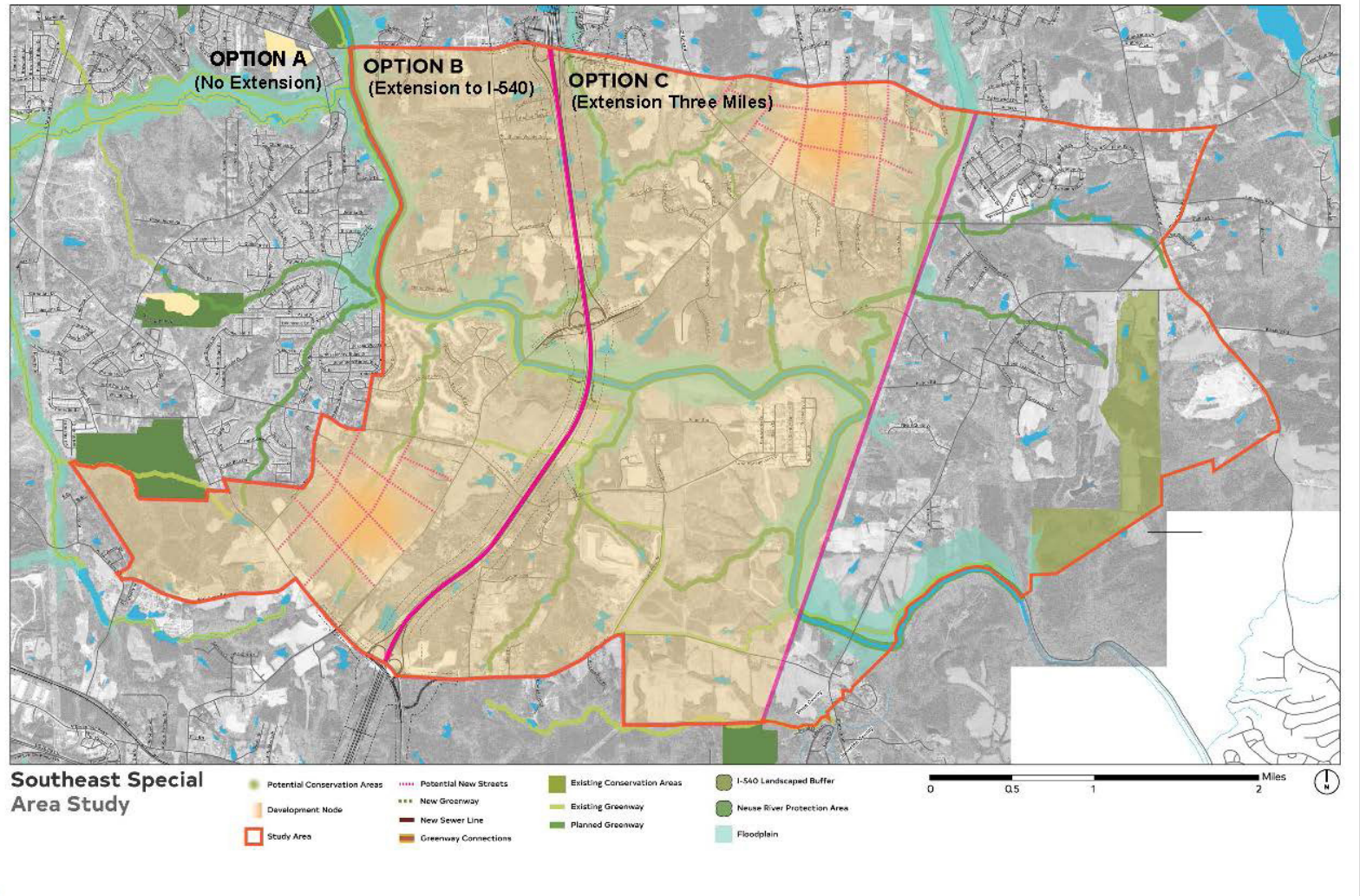
Individual members of the core team were consulted frequently during the development of the draft recommendations for their concurrence on the phasing of ETJ expansion and draft policy guidance for the Southeast.

4.3 Fiscal Analysis of ETJ Extension

Background

Area residents who participated during the Phase II Community Engagement were asked to rank three options for extending the city's ETJ. This question is fundamental for the study because the city cannot advance most land use, transportation, and parks policies outside Raleigh's ETJ. Three options were presented to the community for ranking by preference: 1) No expansion of the ETJ, 2) Expand the ETJ about one mile to the future I-540 corridor, and 3) Extend ETJ three miles, the fullest extent allowed by state law. Options 1 and 3 were the most preferred and garnered similar support, and Option 2 garnered about a third as many votes as each of the other options. (See Figure 14).

In light of the two disparate top preferences of the community, the project team sought guidance from the City Council during the October 13, 2020, work session. Instead of identifying a single, preferred scenario for ETJ expansion, City Council directed staff to develop a 'step-wise' process for ETJ expansion by examining smaller sections of the study area, divided into geographically similar areas. This process enabled staff to narrow the focus of Phase III of community engagement and conduct a more detailed analysis of the benefits and constraints of ETJ expansion. This analysis included an assessment of service costs and revenue potential.



Overview

To understand the fiscal impacts of a potential expansion of the extraterritorial jurisdiction, the project team enlisted the assistance of the Budget and Management Services Department, Finance Department, and fiscal analysts from the operational departments of Police, Fire, Emergency Communications, Transportation, and Parks, Recreation, and Cultural Resources in conducting this analysis. The analysis looked at projected costs, including operational and capital expenditures, and projected revenues from property tax. The analysis assumed Areas 1 through 4 would eventually be brought into Raleigh ETJ and corporates limits. To understand the fiscal impacts of individual steps of ETJ expansion, the analysis also looked at costs and revenues for just Area 1.

The analysis was based on a projected number of dwelling units, residential and commercial development, linear feet of new city-maintained streets, impervious surface, and population projections. Assessed value of new development was modeled after similar sites in Wake County. The extent of future development in the study area is difficult to predict, and the analysis acknowledged this by considering a high and low growth scenario. However, the level of uncertainty in future development patterns make it impossible to confidently determine cost of services for any of the ETJ expansion areas.

Below is a high-level summary of potential operating costs, capital costs, and assumed property tax revenue over a 30-year timeframe. Potential for capital costs has also been included, but it is important to note that these capital costs will be paid for through funding mechanisms such as bond referenda and debt capacity which cannot be determined at this time. While the financial analysis does not conclusively support ETJ expansion into Area 1, there are factors that make it reasonable: ongoing development interest in this area; several recent rezoning cases; a request for an exception to the city's longstanding annexation criteria policy (Resolution No. (2022) 280); imminent construction of I-540 and the resulting increase in development pressure; the quality of built environment that is likely to result under City of Raleigh development standards; and managing the supply of land to slow consumption of land to meet the long-range needs of a growing community. The analysis does not rule out future ETJ expansion beyond Area 1, but strongly indicates that ongoing analysis to support future expansion decisions is essential to prudent land management and stewardship of other city resources. Furthermore, near-term investment in a new fire station is necessary to meet public safety response time standards in Area 1 before ETJ expansion.

Projected Cost and Revenue for Southeast Areas 1 – 4 (30-year timeframe)

	Operating costs (Low growth)	Operating costs (High growth)	Capital costs
Parks, Recreation, and Cultural Resources	\$200,000	\$700,000	\$80,000,000 - \$150,000,000
Transportation	\$300,000	\$1,200,000	\$45,000,000*
Police	\$1,872,000	\$12,589,000	
Fire	\$3,500,000	\$7,850,000	\$40,000,000
Total	\$9,372,000	\$25,389,000	\$165,000,000 - \$235,000,000
	Low growth	High growth	Capital costs
Property Tax Revenue Estimates	\$36,500,000	\$275,000,000	-

*Raleigh Department of Transportation, Policy and PRCR forecasting that an expansion of corporate limits could trigger the need for a shared remote operations facility in southeast Raleigh to improve service delivery for operational departments. It is important to note that the FY23 Capital Improvement Plan includes funding to study the feasibility of a remote operations facility that would serve several departments in the southeast portion of the city.

Parks, Recreation, and Cultural Resources

Costs associated with Parks, Recreation, and Cultural Resources (PRCR) were based on the potential linear feet of new city-maintained streets, impervious surface, residential density, building height, and population projections as they pertain to existing infrastructure, particularly for Area 1. However, there are multiple unknown questions regarding expansion of the greenway based upon existing corridors in the total area considered. Expansion of the greenway into those corridors would not only need to be funded through future bond referenda for greenway expansion but would also require additional maintenance dollars that cannot be determined until those corridors are acquired.

Additionally, PRCR noted a low level of service in the area that could generate a need for additional park access and capital for land acquisition. Depending upon future development patterns, certain types of development would trigger more recreational service needs. These services would also be funded through a future bond referenda and additional operational costs once community centers or other facilities are approved.

Transportation

Transportation costs assume maintenance and services on existing infrastructure owned and operated by Raleigh Department of Transportation (RDOT). All roadways in this area are currently owned and maintained either privately or by the North Carolina Department of Transportation. An expansion of

the ETJ alone will have little impact on maintained operations for streets and sidewalks. However, as this area develops and new streets are created that fall under RDOT's jurisdiction, staff anticipates as much as an annual increase of \$1.2 million to maintain the streets, sidewalks, and other aspects of the expanded roadway. This cost includes staff time and equipment. Additional funding for resurfacing and pavement preservation would be included as a capital cost funded through the dedication penny of property tax for street resurfacing which would likely increase as a result of development of this area.

Police Services

Estimates for the Raleigh Police Department (RPD) include expansion of staffing. Initial coverage of the area for a population around 5,500 would require the additional 15 officers (13 officers and two sergeants) at a cost of \$1.9 million for salaries, benefits, and equipment. Depending upon the population growth over time, RPD estimates as many as 100 additional officers which includes 85 officers, 12 sergeants, and 3 lieutenants for a total cost of \$20 million for staff benefits and equipment. Most recent staffing models indicate the need for a lease facility with additional staff of \$265,000 annually. However, RPD may require a standalone facility based upon conversation with new leadership.

Fire Services

The Raleigh Fire Department (RFD) is projecting a minimum of one station with the likelihood of two stations for the Southeast Area. The cost for one fire station, including land acquisition and required personnel and equipment to upfit, is currently estimated at \$20 million. Staff has indicated that there is city-owned property on the Randleigh tract that would be suitable for a fire station, which would bring down the cost. The need for one station is coincident with any expansion of ETJ in the Southeast Area.

Staffing for the facility includes 30 staff for a total cost of \$7.0 million. This assumed the creation of a new engine and ladder company with five positions (one Captain, one Lieutenant, three Firefighters) per company per shift. A subsequent second new fire station would require an engine company, which would require a total of 15 positions. It is important to note that an additional battalion will be required to maintain span of control for this area. The cost for an additional three full-time employees (3 battalion chiefs) is approximately \$400,000 annually.

However, given the amount of uncertainty about future development patterns in the area, it is difficult to predict fire service needs of the area and how well RFD is able to meet their metrics without an established precedent for development in the area. However, RFD believes that to continue to provide adequate services as the Southeast area expands, two fire stations are needed for the area.

Other Considerations

Staff did look at including costs associated with the enterprise services such as Raleigh Water, Solid Waste Services, and Stormwater. It is assumed that any cost associated with these enterprises will be covered through direct fees associated with the utility. However, without further determination of development and land use planning it is not possible to determine the impact on the enterprise models.

4.4 Public Engagement Summary

Overview

Public Engagement for the Southeast Special Study was accomplished in three phases, beginning in March 2019 and concluding in July 2021. Engagement activities consisted of a blend of community meetings (in person until March 2020; virtual in 2021), informal 'pop-up' events, and three surveys. The Phase One Survey was conducted both in person and online; the remaining surveys were online exclusively. In total, approximately 400 people contributed comments during the meetings and surveys.

Phase 1 Engagement

The Phase 1 engagement took place between March and August 2019 and served as an introduction of the project to the public, as well as agencies and jurisdictions with interests in or adjoining the study area. During Phase 1, staff compiled input about issues and opportunities in the area from local government staff, community organizations, residents, and stakeholders to direct the focus of future phases of the project.

- » Feedback from the public was provided through in-person events and an online survey. Events included:
- » Weekend listening session at Barwell Community Center.
- » Evening listening session at The Passage Church.
- » Early morning drop-in meeting at The Passage Church.
- » Bilingual listening session conducted in Spanish and English at Primera Asamblea de Dios de Raleigh.
- » Listening session with "resource landowners" and government agency and non-profit stakeholders at the Neuse River Resource Recovery Facility.
- » A Saturday canvassing of walkers, cyclists, and other users on the Neuse River Trail.
- » Eight "pop-up" events at various locations in and near the study area.

Input was also received online through a survey that was available between May 30 and September 16, 2019.

Phase 1 engagement activity aimed to understand the big picture priorities and vision that residents and visitors have for the study area. Participants were asked to identify features or qualities of the study area that they like or are important to preserve and those that they don't like or may need work. Participants were also asked to rank their top issues for the study to focus on and to share what they hope the area will be like in 2050.

Summary of Phase 1 Engagement

In total, approximately 400 people participated in Phase 1 engagement, producing nearly 600 individual comments² on the study area. Staff compiled this in-person and online input and evaluated the leading issues and themes that emerged from the feedback. Overall, the input from Phase 1 made clear several themes of importance to the public: preservation of the area's rural character, preservation of the Neuse River, and concern over infrastructure sufficiency given the surrounding growth.

What should be preserved?

When asked what about the study area they would like to see preserved, many people pointed to the rural nature of the area. In fact, "rural" was the second most common term among all the comments with 49 occurrences, followed by "nature" (46) and

"farm" (42). "Quiet" was another common descriptor of positive qualities of the area, with 30 comments referencing it. Similarly, many people pointed to the area's greenway trails, especially the Neuse River Trail, as being important to them, along with other preserved natural areas in the region such as Clemmons Forest and Lake Myra. Specifically, the "Neuse River" was mentioned in 33 comments, and "greenway" was mentioned in 20 comments.

Many people also expressed that they like that the area is close to destinations and amenities while not directly in an urban environment. Shopping or commercial areas were brought up 41 times in the feedback, and "proximity" was mentioned 30 times. Relatedly, the input showed that people like that most of the study area is "outside city limits," with 28 comments referencing this as a positive aspect of the study area.

² Comments are shown as received; no spelling or grammar corrections have been made.

What needs attention?

Input on what in the area could be improved formed a clear theme: "traffic" was the most common topic with mentions in 84 comments. Many comments expressed frustration with increasing traffic congestion, particularly on Poole Road, Rock Quarry Road, and Smithfield Road. Comments also identified the "lack of safe pedestrian facilities" (22) or "viable transit" (22) options in the area as an area for improvement.

Another point of concern was increasing residential development in the area. "Growth" was mentioned in 15 comments, and 17 comments mentioned "density," often with an interest in being smart with its placement in the study area, if at all. For some, "housing" (37) developments should not come at the expense of the rural character of the study area. For others, the need for more and "affordable housing" (17) was an area for improvement.

During the meeting with resource landowners (study area property owners with holdings greater than 10 acres), they identified three issues of concern: 1) availability of, and access to, public water and wastewater; 2) documented groundwater contamination from radon affecting drinking water wells; and 3) lack of broadband internet connection.

Shopping and access to commercial areas was clearly an important topic to people, as it showed up in responses to what could be improved in the area as well. Some felt strongly that they wanted better access to shops, while others felt that they didn't want these areas dispersed around the study area or too close to existing residential and natural areas.

Top Issues

When asked to draw out their most important issues, participants showed interest in many of the topics raised in other questions. "Natural resources"—both with regards to recreation and environmental concerns—topped the list, with over 100 participants calling out each as important. "Getting around by other modes (transit, bicycling, walking)" and "getting around by car" were the next most popular issues, with 94 and 84 participants identifying each, respectively. Overall, however, all issues were identified as important by a significant number of participants, between 70 and 100, and there was no clear breakaway issue. In other words, there appears to be diversity in the priorities among participants.

Big Picture Visions

When asked to identify a vision for the study area in 2050, the top themes included the preservation of farms and the rural character, the affordability and diversity of available housing, and the preservation of the Neuse River.

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A full list of responses can be found in the **Phase 1 Final Report**.

Phase 2 Engagement

The second phase of public engagement took place during February and March 2020. During this time, the city provided its response to the priorities and concerns expressed during Phase 1. The input from Phase 1 was used to develop land use and transportation scenarios for advancing area priorities.

- » Public feedback came from in-person events and an online survey. Two community meetings were held in February 2020:
- » Bilingual English/Spanish evening meeting at Primera Asamblea de Díos de Raleigh.
- » Morning drop-in meeting at the Philippiian Community Church.
- » Online survey was open for public comment between February 7, 2020, and March 23, 2020.

Phase 2 engagement activities aimed to understand two things:

- » Which policy options are most important to the community.
- » Which ETJ option does the community prefer.

A short **video** accompanied the survey and online materials. The goal of the video was to recruit community members to take part in the survey. A **list of survey questions** is available online.

Summary of Phase 2 Engagement

Over 150 people participated in Phase 2 survey, producing around 125 individual comments. This input confirmed the importance of priorities identified in Phase 1. It also showed a split among participant preference for the ETJ expansion.

The survey posed the question “Should Raleigh extend the ETJ in the Southeast area?” and requested that survey participants rank three options by their preference for the expansion of ETJ:

- » A. No expansion.
- » B. Expansion of one mile.
- » C. Expansion of three miles.

Option A and Option C had very similar responses with 32 and 35 people ranking it as number one, respectively. In contrast, 13 people ranked Option B as their top choice.

Among the responses, some people ranked all three options, some only ranked two, and a significant number of people only ranked one. Community comments are transcribed verbatim:

- » 22 people ranked Option A as their top choice and did not rank the other two options.
- » 6 people ranked only Option B.
- » 11 people ranked only Option C.

While Option C had the greatest number of people indicating it as their first choice, many of those who preferred A felt strong enough about this option to not rank B or C at all.

The survey comments mirrored these two preferred options. Many comments emphasized not extending the ETJ at all, preferring the community stay rural and residential in nature. There was a strong sentiment that policies focused on commercial development in specific areas are not necessary. Many feel existing commercial centers are close enough. Comments included sentiments such as:

*"There are plenty of more developed areas in Wake County in which to live if that is what is wished. Please do not seek to change what we have and value."
"I don't have a second choice. Do NOT want Raleigh to extend the ETJ. NO NO NO!"*

Yet some commenters noted the benefit of ETJ expansion. Several people mentioned the potential positive effect of focused planning for the area. This includes the extension of city utilities. Comments included sentiments such as:

"Development is not currently coordinated nor done in a thoughtful manner. Bringing it under a single authority gives us the best voice."

"I want the ability to develop my property and can not do that unless you extend ETJ."

What policies are most important to you?

The second part of the survey aimed to understand the preferences for policy implementation. Since Option A would not extend Raleigh's planning authority into the Southeast area, these questions focused on policies to prioritize if B or C were preferred.

The intent was for participants to record their priorities among the policy options, regardless of which option was chosen. Overall, the results mirrored those of Phase 1, showing a strong interest in conservation policy options. Among the six (or seven, depending on the question) policy options, the top three under both Option B and C were:

- » Develop policies to encourage tree preservation along the Neuse River.
- » Apply zoning to require tree preservation along I-540.
- » Work with local non-profits and the county to preserve existing farmland and forests.

Developing policies to encourage tree conservation along the Neuse River was the highest ranked policy option.

118
PARTICIPANTS

715
RESPONSES

124
COMMENTS



A complete list of in-person activities, survey questions, **survey responses, and comments** are available in the **Phase 2 Final Report**.

Phase 3 Engagement

The third phase of public engagement took place during June and July of 2021. During this time the project team presented draft recommendations and policies for the public to provide feedback on. The feedback from Phases 1 and 2 and feedback from two Raleigh City Council work sessions were used to develop the draft policies and recommendations that would be included in the final report.

- » Public feedback came from one in-person event and two virtual community meetings held in June of 2021:
- » Saturday morning 'open house' at the Bailey and Sarah Williamson Preserve (June 5, 2021; approximately 25 persons attended)
- » Evening meeting held via Zoom (June 8, 2021)
- » Morning meeting held via Zoom (June 10, 2021)
- » Additionally, an online survey was open for public comment between June 5, 2021 and July 15, 2021

Summary of Phase 3 Survey

Over 100 participants took the Phase 3 survey, producing 134 comments. The input showed a mix of opinions on the proposed draft recommendations and how well they fit the community priorities.

Participants did not agree that the proposed changes to the Future Land Use Map recommendations reflected the goals of improving access to destinations or preserving overall rural character of the area. Some felt like any change to future land use guidance would not reflect these goals, regardless of impact on overall development of the area. Others expressed interest in more grocery options in the area or in retaining the existing future land use recommendations including the size and location of community mixed-use areas.

Similarly, a majority of respondents stated that they did not support the expansion of ETJ into the study area. However, some comments expressed interest in city services that are provided to annexed properties.

Participants did not agree that a policy of master planning of development (over piecemeal development) was appropriate for the area. Many of these comments did not want to see new development in the area regardless of form, and others disagreed that such a policy would be effective.

When asked about increasing connectivity of streets as a way to support better access to local destinations and improving travel around the area, participants had mixed opinions. Some comments expressed doubt if connections would help, and others expressed that their support depended on the specific roadway connection.

Participants also had mixed opinions on recommendations for green streets in the study area. Some expressed concern about the benefits any new streets, "green" or otherwise, and others expressed concern about loss of wildlife habitat. Still, there was support for the greenway systems in the area.

Participants did not think the rural village overlay addresses the priority of protecting the rural character of the area or increasing access to destinations. Some expressed concern about suburban development changing the feel of the area. Others had difficulty understanding the idea.

Participants generally supported the recommendation to build a regionally connected greenway system and thought it supported the goals of increasing access to destinations and improving travel in the area.



A **complete list** of survey questions, survey responses, and comments can be viewed online.



Raleigh
Planning

Raleigh

Knightdale

Wendell

Garner

Archer Lodge

Clayton

varina